



Digitized by the Internet Archive
in 2023 with funding from
Jersey City Free Public Library

<https://archive.org/details/jerseycitymaster01comp>

NEW JERSEY ROOM

JUL 18 1985



basic planning data

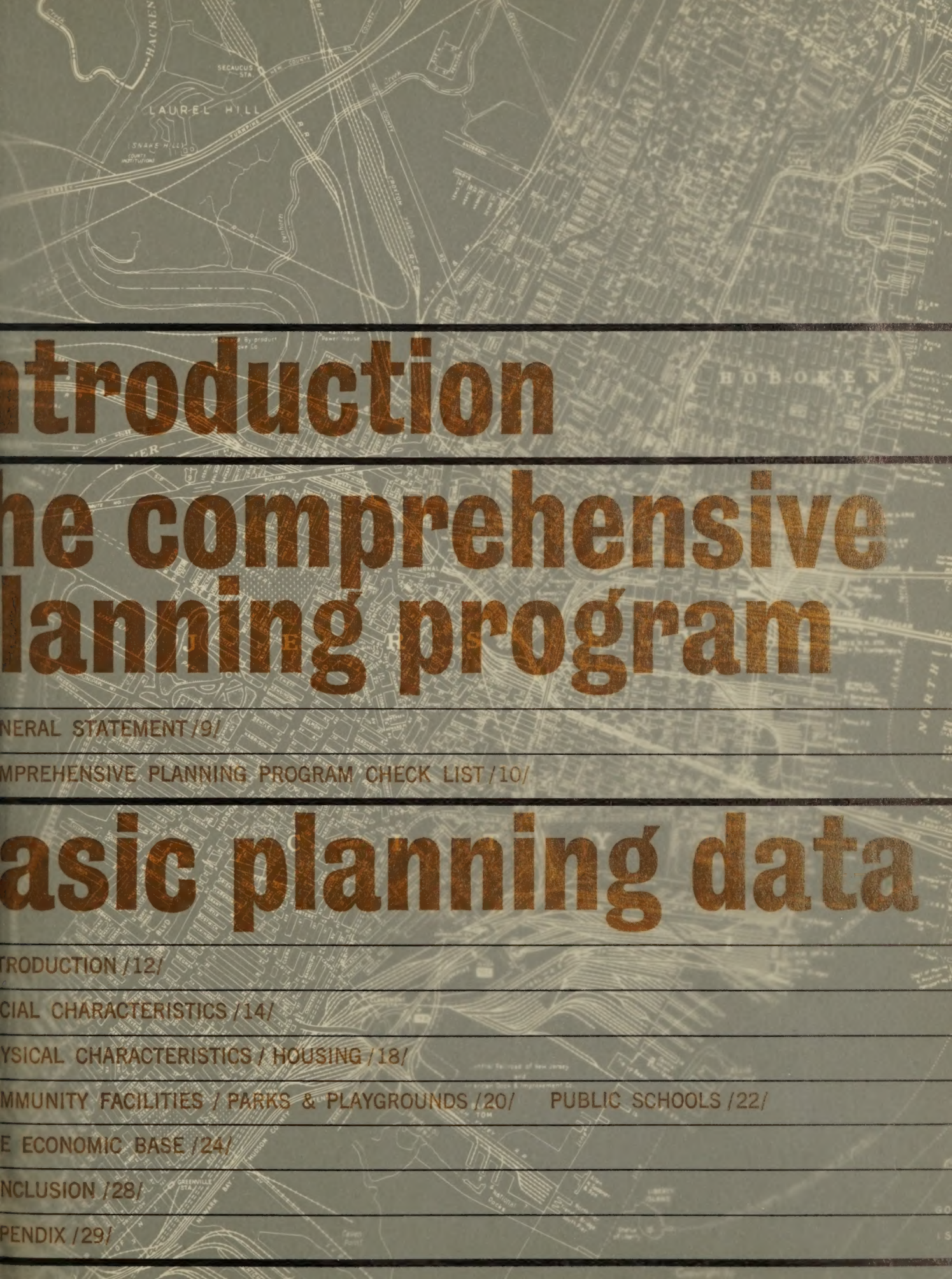
COMPREHENSIVE PLANNING PROGRAM

REPORT #1

OF JERSEY CITY/OFFICE OF THE MAYOR/DIVISION OF PLANNING

1963





Introduction

the comprehensive planning program

GENERAL STATEMENT /9/

COMPREHENSIVE PLANNING PROGRAM CHECK LIST /10/

basic planning data

INTRODUCTION /12/

SOCIAL CHARACTERISTICS /14/

PHYSICAL CHARACTERISTICS / HOUSING /18/

COMMUNITY FACILITIES / PARKS & PLAYGROUNDS /20/ PUBLIC SCHOOLS /22/

THE ECONOMIC BASE /24/

CONCLUSION /28/

APPENDIX /29/



Introduction

The Comprehensive
Planning Program

GENERAL STATEMENT \9\

COMPREHENSIVE PLANNING PROGRAM CHECK LIST \10\

Basic Planning
data

INTRODUCTION \12\

SOCIAL CHARACTERISTICS \14\

PHYSICAL CHARACTERISTICS \ HOUSING \18\

COMMUNITY FACILITIES \ PARKS & PLAYGROUNDS \20\ PUBLIC SCHOOLS \22\

ECONOMIC BASE \24\

CONCLUSION \28\

APPENDIX \29\



I Introduction

Jersey City lies in the heart of the New York-New Jersey Metropolitan Region — the nation's largest, including over 16 million persons, with an annual income of over 25 billion dollars. The City has recently embarked on a major effort to exploit these locational advantages. This report, as part of this effort, is the first in a projected series of publications which will comprise an updated comprehensive master plan for Jersey City. The report summarizes the completed first stage of the comprehensive planning program being conducted in the Division of Planning.

Jersey City's comprehensive planning program has been designed in four stages. The first stage included: collection of basic data and materials; preparation of base and working maps of the City, including aerial photographs; establishment of liaison with Federal, State, County, and other agencies whose work relates to the future development of Jersey City; and development of a detailed outline of a comprehensive planning program.

In the coming year the second stage will include the preparation of detailed analyses of each aspect of the City's economic and social life and inventories of community facilities. Following this, the elements of the comprehensive plan will be developed — the plan for traffic circulation, the plan for land use, and the plan for community facilities. With these elements determined, the City's regulatory tools to implement plans can be updated — the zoning ordinance and map, the subdivision ordinance, and the official map. In addition, capital improvement and community renewal programs can then be strengthened and related to the City's long range needs. As these stages are completed, publications will appear reporting work accomplished and inviting public comment.

Before describing the contents of this report in more detail, it may be useful to outline Jersey City's current approach to planning and the progress attained in implementing this approach in the last year.

In June 1961, a new form of government was instituted in Jersey City after charter study and public referendum. In much of the discussion which preceded the change in form of government which had been in existence since 1913, the need for planning as a sound basis for effective renewal was emphasized. Accordingly, one of the early actions of the new administration was to implement the City's Administrative Code by reappointing a Planning Board and establishing a Division of Planning in the Office of the Mayor staffed with professional personnel. One

of the Planning Board's responsibilities, in accordance with the State statutes under which it functions, is to adopt a master plan after public hearing. The Planning Division is charged, under the Administrative Code, with conducting studies and preparing plans for the development and redevelopment of the City. The Division serves as consultant to the Planning Board. It is from these aspects of the work of the Planning Board and the Planning Division that this report results.

Jersey City's approach to urban renewal has been viewed as a process which continues while planning progresses and increasing knowledge and information from planning is incorporated into the renewal action programs. Within this framework, close working relationships have been established under the direction of the Mayor, between planning officials and those charged with the responsibility for progress and action in current efforts to renew the City. As actions are taken by the Redevelopment Agency, the Housing Authority and other development agencies of the City, planning officials are providing the best available information and plans.

These procedures and approaches, however, cannot substitute for the needed updating of the City's master plan to bring it more into line with current objectives, conditions and potentials of the City. Much has transpired since 1949 when the basic studies preparatory to the existing master plan were completed. Some of these changes are described in this report. An updated plan is urgently needed to bring together the various project, neighborhood, and community plans which are being prepared as part of capital improvement, community renewal, and redevelopment programs. Finally, the plan is needed to point the way for new community development decisions and new programs to continue and to expand current efforts to rebuild and renew Jersey City.

This progress report is divided into two chapters. The first outlines the comprehensive program and presents the step by step process now in progress. Here the role of the Jersey City Planning Board is fully described and the technical reports to be prepared by the Division of Planning for the deliberation and decisions of the Planning Board and the Mayor and Council are listed. The second chapter presents basic planning data and information which will be useful in decisions on a wide range of pressing questions, especially with respect to industrial development. In addition, this chapter is intended to encourage discussion prior to the forthcoming more detailed analyses and the design of plans and programs.

2 the comprehensive planning program



General Statement

The objective of the comprehensive planning program is to provide Jersey City with an updated comprehensive master plan and with the revised zoning and other regulations needed to make the plan effective. This program is already underway and the first stage completed. It is being undertaken to bring the existing master plan up-to-date with current conditions and development prospects. It will provide a sound basis for the continuation and expansion of current programs of community renewal and capital improvements.

The process of comprehensive planning is a continuing function of municipal government as changing community development prospects are realized and new objectives defined. This current comprehensive planning program has been designed after a careful process of staff review of community needs and resources available in Jersey City and the special community development problems of the City revealed by a full year of expanded planning activity. The detailed nature and purposes of the program are fully outlined in the Comprehensive Plan Check List which follows. It is anticipated that the entire program will be completed within a two to three year period.

A series of planning studies, planning proposals, and planning regulatory and administrative evaluations are outlined in the program which follows. In addition, studies are scheduled for several areas of the City which require special analyses. Although some of these are already anticipated, others may become necessary as planning experience enlarges. The special problems arising out of the conversion of large acreage on the waterfront from railroad to other uses, neighborhoods affected by major thoroughfares and the control and guidance of subdivisions are some of the special problems to be dealt with under the program.

The general scope of work to be undertaken in each aspect of the comprehensive plan is similar to that which is being accomplished in most major cities in the United States and many municipalities in New Jersey. The amount of time and staff required for each study will vary depending on the basic data available, studies which may already have been completed, and the nature of the problems and the solutions which can be proposed.

By State statute, the Jersey City Planning Board is responsible for officially adopting a master plan for the physical development of the City. All phases of the comprehensive plan will be presented to the Planning Board in report form with the necessary text and graphic materials. Preliminary reports will be summarized as

major groups of related studies, and published throughout the program. The principal elements of the plan will be reviewed regularly with the Planning Board, City officials, and interested citizen groups as the program progresses.

It is anticipated that in a number of instances, advice, information and services will be required from or should be produced by the architectural, engineering, legal and other professions. Other divisions and departments of the City government will be providing special materials and advice about those matters for which they are responsible. In addition, special consultants may provide materials. In all such instances, proper credit will be given as to source of information, and reference will be made to that work which is beyond the scope of the planning profession or produced by other than the staff of the Division of Planning.

A comprehensive master plan is generally recognized as a document required by every municipality to deal knowingly and constructively with the continuing problems of growth, change and renewal in its physical, economic and social structure. The New Jersey Municipal Planning Enabling Act authorizes the adoption of master plans by cities, boroughs, villages, towns and townships, and states that a master plan "shall be a composite of one or more mapped and written proposals recommending the physical development of the municipality." The master plan may cover proposals for the use of land and buildings; services—water supply, utilities, sewerage; transportation; housing; conservation; public and semi-public facilities; distribution and density of population; and other elements of municipal growth and development. The New Jersey Zoning Enabling Act requires that zoning regulations adopted by municipalities shall be "in accordance with a comprehensive plan." New planning legislation now under consideration by the New Jersey Municipal Law Revision Commission incorporates basically these same provisions.

A comprehensive planning program is a fundamental element in any municipality's Workable Program for Community Improvement* to prevent or eliminate blight and substandard housing conditions. It is a keystone to community renewal and the basis for capital improvement programming. The program, in short, relates planning elements to all aspects of community development in Jersey City.

*the Workable Program is a prerequisite for receiving certain kinds of Federal assistance. It is made up of seven elements, indicating community problems, evaluating what has been done to meet these problems, determining what must still be done, and setting forth a program and schedule for doing it.

Comprehensive Plan Program Check List

This section outlines a detailed, step-by-step program toward a comprehensive plan. As mentioned above, the program underway in Jersey City is being carried out in four stages. These stages are presented below as clearly separated steps, each to be carried out in proper sequence. It should be realized, however, that planning activities are proceeding constantly at all four stages. Basic data is always being collected; planning studies are undertaken whenever needed to help solve current problems; planning proposals are produced and refined; and regulatory measures and administrative procedures are revised to meet changing needs. However, the descriptions below outline a logical process which will achieve an updated comprehensive plan to which all planning activity in future years can be continually related.

stage I

BASIC DATA COLLECTION

- 1 Gathering Basic Data** — the collection, compilation and preliminary review of basic Census and other available data dealing with the social, economic and physical character of the City necessary to designing and undertaking the detailed studies of Stage II.
- 2 Liaison with Related Agencies** — the development of working relationships with the staffs of Federal, State, County, private and other major development agencies whose programs relate to the future development of Jersey City. Among these agencies are included the Jersey City Chamber of Commerce, the Tri-State Transportation Committee, the Port of New York Authority, the Hudson County Planning Board, numerous State divisions, principal railroads, and others.
- 3 Preparation of Base Maps** — the preparation of a base map suitable for planning purposes and adequate for the presentation of various types of planning information at a scale of 200 feet to the inch. The primary base map will include existing streets, highways, railroads, bulkhead and pierhead lines, etc. In addition, base maps at other scales for neighborhood, community, and city wide studies will be prepared. Finally, aerial photographs of the entire City will be obtained.

stage II

PLANNING STUDIES AND AREA STUDIES

- 4 Regional Development Review** — a review of current materials available on projected population growth and regional development trends which will have an impact on the future development of Jersey City and must be taken into account in planning for the City.
- 5 Population Studies** — thorough studies of available Jersey City population information including age, sex, racial groupings, family size, birth and mortality rates, density patterns in communities and neighborhoods, etc. Included will be analyses of population trends and future projections of population to serve as a basis for community plans.
- 6 Economic Base Studies** — investigations into the economic base of the City including studies of labor force and employment; buying power and marketing habits; commercial, industrial, wholesaling and retailing activities; and all other matters relating to the economic well-being of the City.
- 7 Special Area Studies** — special analyses and sketch plans of particular areas of the City where development decisions may be required. Such areas currently include the entire waterfront, the Downtown Community, and the Journal Square Community. Similar areas may be determined as requiring immediate attention as the longer range program is developed.
- 8 Physical Studies** — studies of the physical characteristics of the City including topographic and geographic conditions, soil and natural resources, etc. Included will be a review of the elements of existing and future plans in relation to these physical features. Maps designating areas of excessive slope, anticipated high site improvement costs, submarginal land and other physical conditions will be mapped.
- 9 Land Use Studies** — a recording and study of the existing use of land in the City and the presentation of this information in mapped form. Study will include analysis of the areas devoted to each type of land use — industrial, commercial, residential, railroad and others, in order to depict the extent and character of the City's present development. Major problems of land development in the City will be analyzed.
- 10 Circulation and Transportation Studies** — studies of transportation facilities for automotive, rail, ferry, bus and other modes of transportation, including the location of facilities, traffic volumes, service capacities and problems. State and regional transportation proposals will be analyzed in relation to their effects on Jersey City.
- 11 Housing Conditions Studies** — analyses of housing within the City including neighborhood housing problems, characteristics of the existing stock of housing, construction and age of structures, and needs for additional housing and replacement of existing units.
- 12 Municipal Financial Studies** — studies of trends in municipal finance and the fiscal structure of the City including land values, assessments, tax rates, debt limitations, capital improvements programs, changing service costs, etc.
- 13 Community Facilities and Services Studies** — studies of each community facility and service such as public schools, parks, libraries, municipal public buildings, etc. from the standpoint of location, service, neighborhood changes and physical adequacy.
- 14 Special Locational Studies** — special studies needed to assist in the location of major public and private construction. Studies will include the location of such facilities as the consolidated public works garage.

stage III

PLANNING PROPOSALS

5 Development Plan—the preparation of a composite of the mapped and written proposals recommending the future physical development of the City. Three basic components will be included: **Land Use Plan**—a plan showing the proposed location, extent and intensity of development of land to be used in the future for residential, commercial, industrial, public and other purposes. **Circulation Plan**—a plan showing proposed locations of thoroughfares, highways, rail lines, transit facilities and other transportation facilities. **Community Facilities Plan**—a plan showing recommended location and capacities of needed public facilities including schools, parks, consolidated fire houses, health facilities, municipal buildings, etc.

stage IV

REGULATORY MEASURES AND ADMINISTRATIVE PROCEDURES

16 Basis for Revisions to Zoning Ordinance and Map—the completed plan will provide a new basis for the development of a zoning map and new zoning regulations to be recommended for adoption by ordinance of the governing body. The zoning will limit and restrict certain uses to specified zoning districts and regulate buildings and structures according to their construction and the nature or extent of their uses. Regulations will be in accordance with the Municipal Zoning Act or any new State legislation.

17 Basis for Revisions to Subdivision Regulations—the preparation of an ordinance to be adopted by the governing body establishing revised regulations, requirements and standards for subdivision plan approval by the Planning Board and controls for guiding the future subdivision of land in the City.

18 Basis for an Official Map—the development of the basis for an engineered map for adoption by ordinance of the governing body showing the location and width of proposed streets and drainage rights-of-way, and the location and extent of proposed public parks and playgrounds. The map by law will be conclusive as to its proposals and used to preserve the integrity of mapped streets, drainage rights-of-way and other open areas by controlling building permits within these areas.

19 Basis for Continuing Planning Program, Capital Improvement Program and Community Renewal Program—the review of current programs and the revision or establishing of procedures for continuing administration of the comprehensive plan. Administration will include the continuous updating and review of the elements of the plan. In addition, procedures for capital improvement programming and the community renewal program will be reviewed from a basis of new proposals resulting from the plan.

3 basic planning data

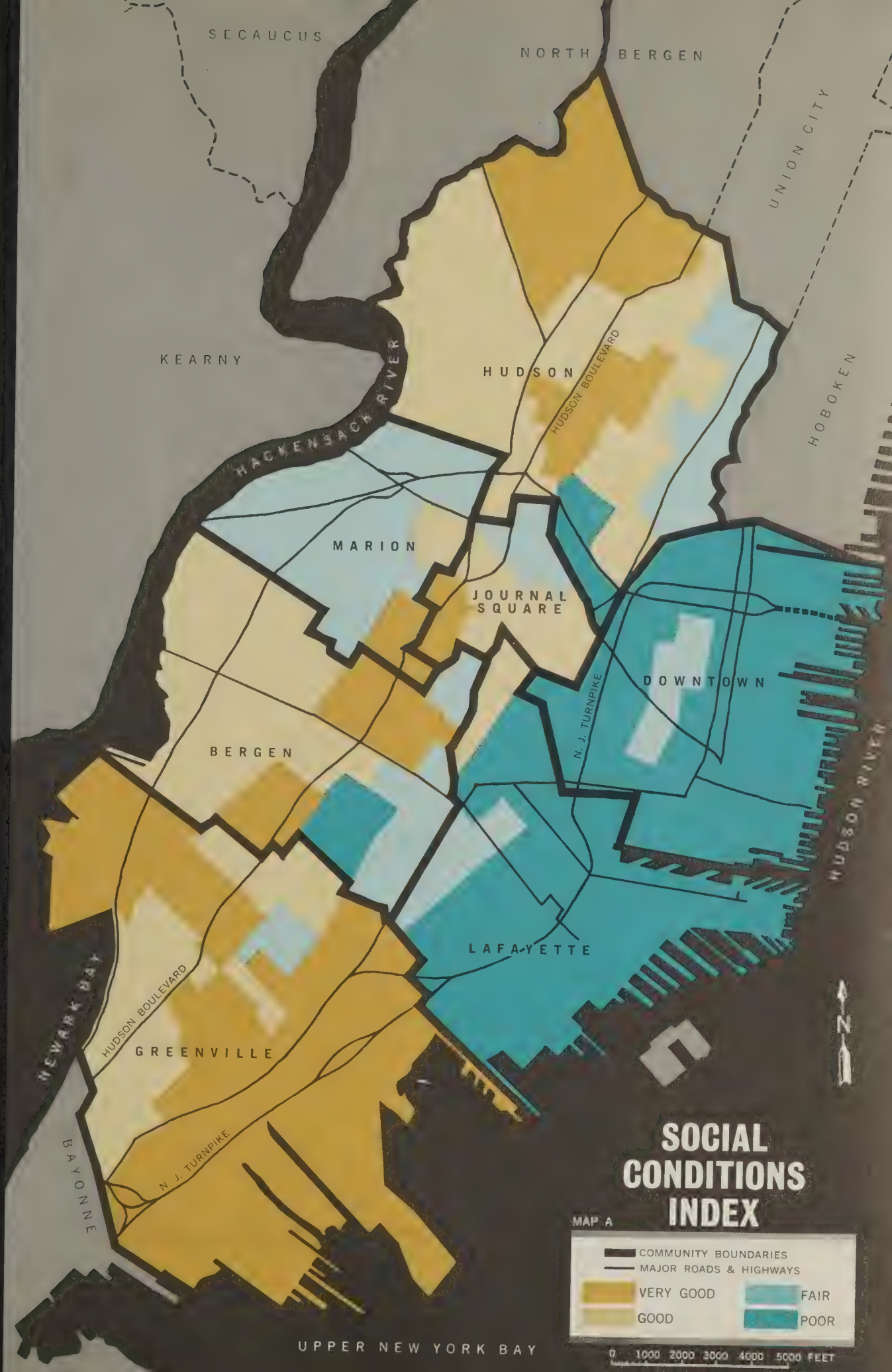
INTRODUCTION

This chapter presents basic data needed for planning. It gathers together information of interest to public and private agencies, builders and developers, citizen groups, and individual homeowners or tenants. General information is drawn primarily from the 1960 United States Census, but also included is information on community facilities and the City's economic well-being. These latter data are based on local and state sources.

Data are presented and organized in such a way as to identify trends and problems geographically. They are divided by subject matter into three major sections dealing with social, economic and physical conditions. Data dealing with social and physical conditions are presented for each census tract in the City. Economic information has been presented on a city-wide basis.

To simplify the identification of trends and problems geographically, the text describing the maps will refer to the seven residential communities into which the City can be divided. These communities have been given names commonly used for their identification by residents of Jersey City, and in most cases refer to old ward boundaries. They are identified as Downtown, Journal Square, Lafayette, Marion, Greenville, Hudson City and Bergen.

The material presented does not exhaust the scope of analysis required to update the comprehensive master plan. It should be considered as the first run-through, coordinating and analysing the data presently at hand to make this immediately available to interested City agencies and private users. Detailed analysis of each area of the City and each facet of the City's social and economic life is the next stage in the comprehensive master planning program.



SECAUCUS

NORTH BERGEN

UNION CITY

KEARNY

HUDSON

HUDSON BOULEVARD

HOBOKEN

HACKENSACK RIVER

MARION

JOURNAL SQUARE

DOWNTOWN

N. J. TURNPIKE

BERGEN

LAFAYETTE

GREENVILLE

HUDSON BOULEVARD

NEWARK BAY

N. J. TURNPIKE

HUDSON RIVER

UPPER NEW YORK BAY

SOCIAL CONDITIONS INDEX

MAP A

- COMMUNITY BOUNDARIES
- MAJOR ROADS & HIGHWAYS
- VERY GOOD
- GOOD
- FAIR
- POOR

0 1000 2000 3000 4000 5000 FEET

PHYSICAL CHARACTERISTICS / HOUSING

COMMUNITY FACILITIES / PUBLIC SCHOOLS

**COMMUNITY FACILITIES
/ PARKS & PLAYGROUNDS**

THE ECONOMIC BASE

3 basic planning data

SOCIAL CHARACTERISTICS



Social Characteristics

This section deals primarily with an analysis of population changes in the City and their relation to county and regional changes. It also includes an analysis of social conditions. These conditions will later be compared with parallel studies of the distribution of housing quality and community facilities in the sections which follow.

CHANGING SIZE OF POPULATION

The period of greatest growth for Jersey City occurred between 1840 and 1870, when population expanded from a mere 3,072 to 82,546. This rapid growth then leveled off gradually to the peak population of 316,715 achieved in 1930. Population has contracted steadily over the last three decades to the 1960 level of 276,101. According to estimates of the Regional Plan Association for Hudson County and centrally located municipalities of the region, their populations will continue to decline in the near future unless public or private policies toward metropolitan areas change.

If past trends continue, Jersey City will continue declining in population at a greater rate than Hudson County. At the same time, the total population of the New Jersey-New York Metropolitan Region will continue its rapid expansion (see table 1

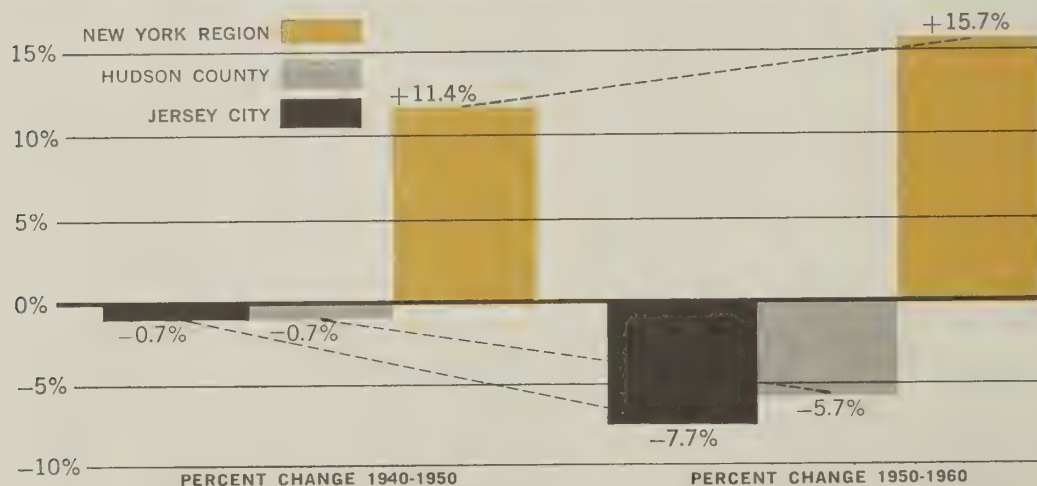
and chart I). This is to be expected. Metropolitan central cities and counties throughout the United States have tended to decline in population as suburban areas have developed on the periphery. This has been especially noted in the postwar period. That these trends should occur is not necessarily a disadvantage to older central cities and their inhabitants. Decongestion of these areas may allow needed upgrading of obsolete facilities, provide some alleviation of overcrowding in housing and create opportunities for planning and renewing physically obsolete neighborhoods.

The decline of population in Jersey City raises numerous questions as to future needs. How will it affect existing and planned investments in schools and other community facilities? How will it affect the tax base on which the City depends to operate these facilities? How will it affect the housing supply and its renewal? Will the lack of sufficient employment further encourage this population reduction? It is with questions such as these that a comprehensive planning program will deal.

CHANGE IN CHARACTER OF POPULATION, 1950-1960

An analysis of birth rates, death rates and in-migration trends suggests that far more

Chart I/COMPARISON IN 'RELATIVE CHANGE IN POPULATION:



Source: Regional Plan Association and U.S. Census of Population, 1940, 1950 and 1960

Table 1 / POPULATION CHANGE BY AGE GROUP FOR NEW YORK REGION HUDSON COUNTY AND JERSEY CITY, 1950-1960

Area	Total Population		1950-60 % Change	% under 5 yrs.		% 5-19 yrs.		% 20-64 yrs.		% 65 yrs. & over	
	1950	1960		1950	1960	1950	1960	1950	1960	1950	1960
Jersey City	299,130	276,101	-8	9	10	20	23	64	57	7	10
Hudson Co.	347,437	310,734	-8	9	10	19	22	64	58	8	10
N.Y. Region	13,950,900	16,138,700	+16	9	10	19	23	64	57	10	10

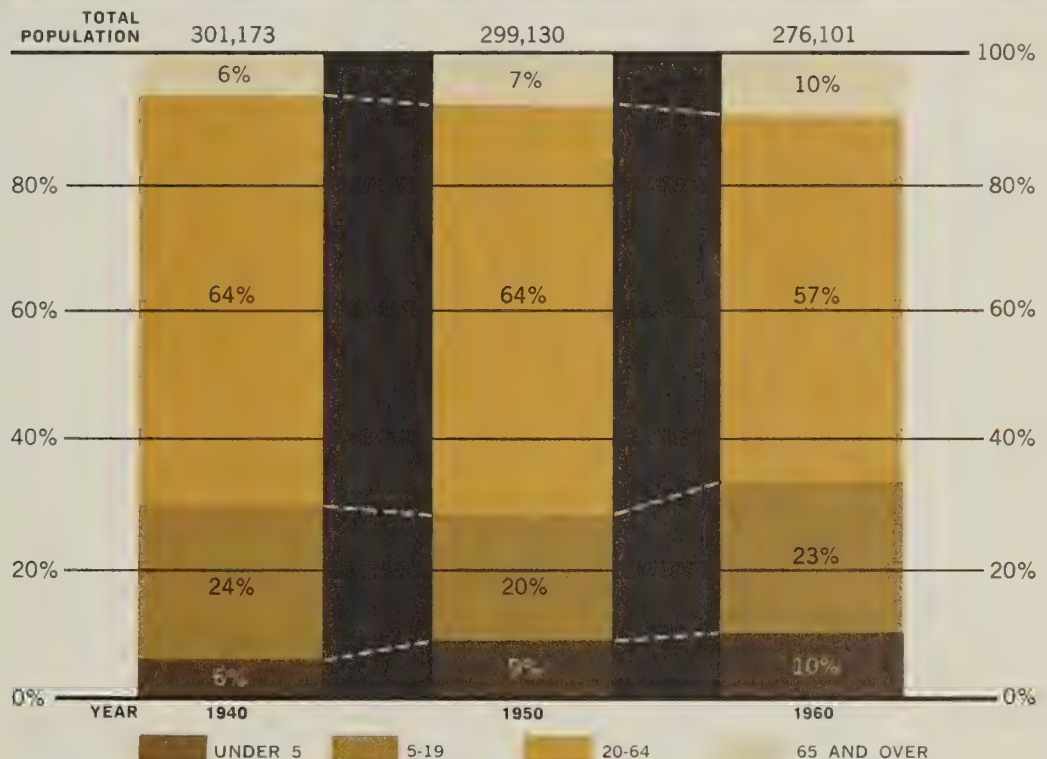
Source: Regional Plan Association and U.S. Census of Population, 1950-1960

Table 2 / POPULATION BY AGE, RACE AND NATIVITY, JERSEY CITY, 1950-1960

Population	Total Population				1950-1960 % Change	% under 5 yrs.		% 5-19 yrs.		% 20-64 yrs.		% 65 yrs. & over	
	1950 No.	%	1960 No.	%		1950	1960	1950	1960	1950	1960	1950	1960
Native White	236,980	79	208,288	76	-12	90	78	90	82	78	77	48	50
Foreign	41,100	14	30,464	11	-26	1	—	1	2	16	11	48	44
Negro	20,785	7	36,665	13	+76	9	22	9	16	6	12	4	6
Other	265	—	584	—	+120	—	—	—	—	—	—	—	—
Total	299,130	100	276,101	100	-8	100	100	100	100	100	100	100	100

Source: U. S. Census of Population, Jersey City, 1950 and 1960

Chart II/CHANGING AGE DISTRIBUTION, JERSEY CITY, 1940-1950-1960



Source: U. S. Census of Population, 1940, 1950, 1960

people are leaving the City than indicated by the absolute decline in total population noted between 1950 and 1960. Births exceeded deaths twofold in the last decade, resulting in a net natural increase in population of some 30,000*. Accordingly, if total population declined 20,000 in that decade, at least 50,000 persons must have left the City. However, even more than this number may be involved, for in addition to natural increases there were new people who moved into the City. In the past decade, according to the Census, an in-migration of close to 50,000 people has occurred. Since these have replaced others who must have left, a total of over 100,000 must have chosen to move out of Jersey City some time during the 1950 to 1960 decade.

Among the newcomers there has been a considerable addition of Puerto Rican and Negro families, the latter having almost doubled in number since 1950. At the

same time, the number of foreign born declined by 26 percent. This migration has had a considerable impact on population composition, particularly regarding increases in the size of younger age groups. Fewer young persons can be found among older, foreign born families, more among the newly arrived Puerto Rican and Negro families (see chart II and table 2).**

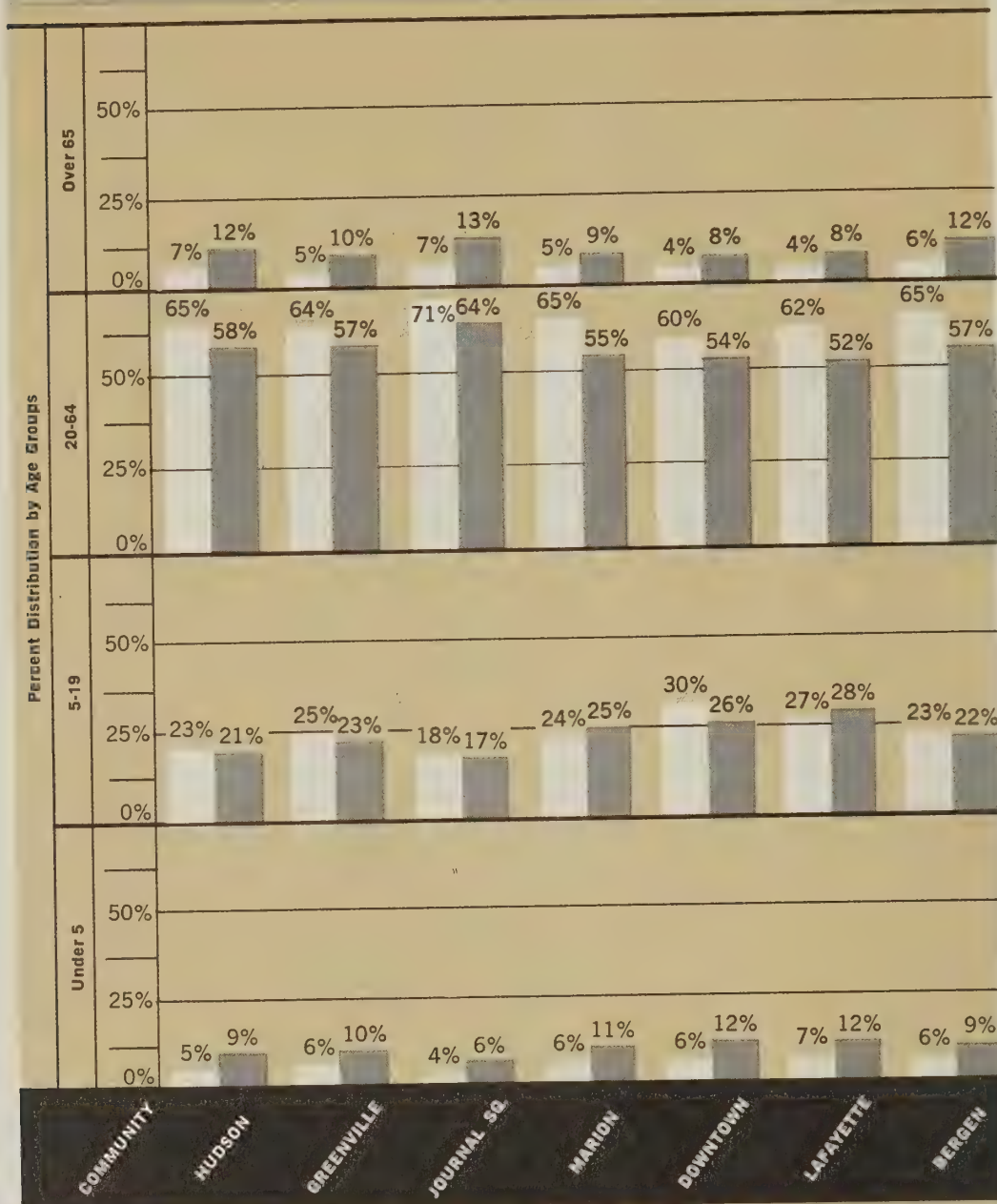
AGE AND SIZE OF POPULATION IN COMMUNITIES, 1940-1960

Despite City-wide population reduction, the Marion and Lafayette Communities have both actually increased 7 percent in

*Source: Board of Health and Vital Statistics, Hudson County, New Jersey.

**Persons born in Puerto Rico or of Puerto Rican parentage (a minimum of 7,427 persons in 1960, including only those living in census tracts with 400 or more such persons) are noted in the Census as being native born and, depending on their color and physical characteristics, are classified as either "native," "white," "Negro," or "other races." The 1960 census added a tabulation separating out those born in Puerto Rico or of Puerto Rican parentage from the broader categories.

Table 3 / POPULATION BY AGE GROUPS AND COMMUNITIES, JERSEY CITY, 1940-1960



TOTAL POPULATION							
1940	66,253	61,929	19,009	21,731	59,880	18,464	53,907
1960	57,760	61,288	16,776	23,353	46,057	19,691	51,176
% Change	-13	-1	-12	+7	-23	+7	-5

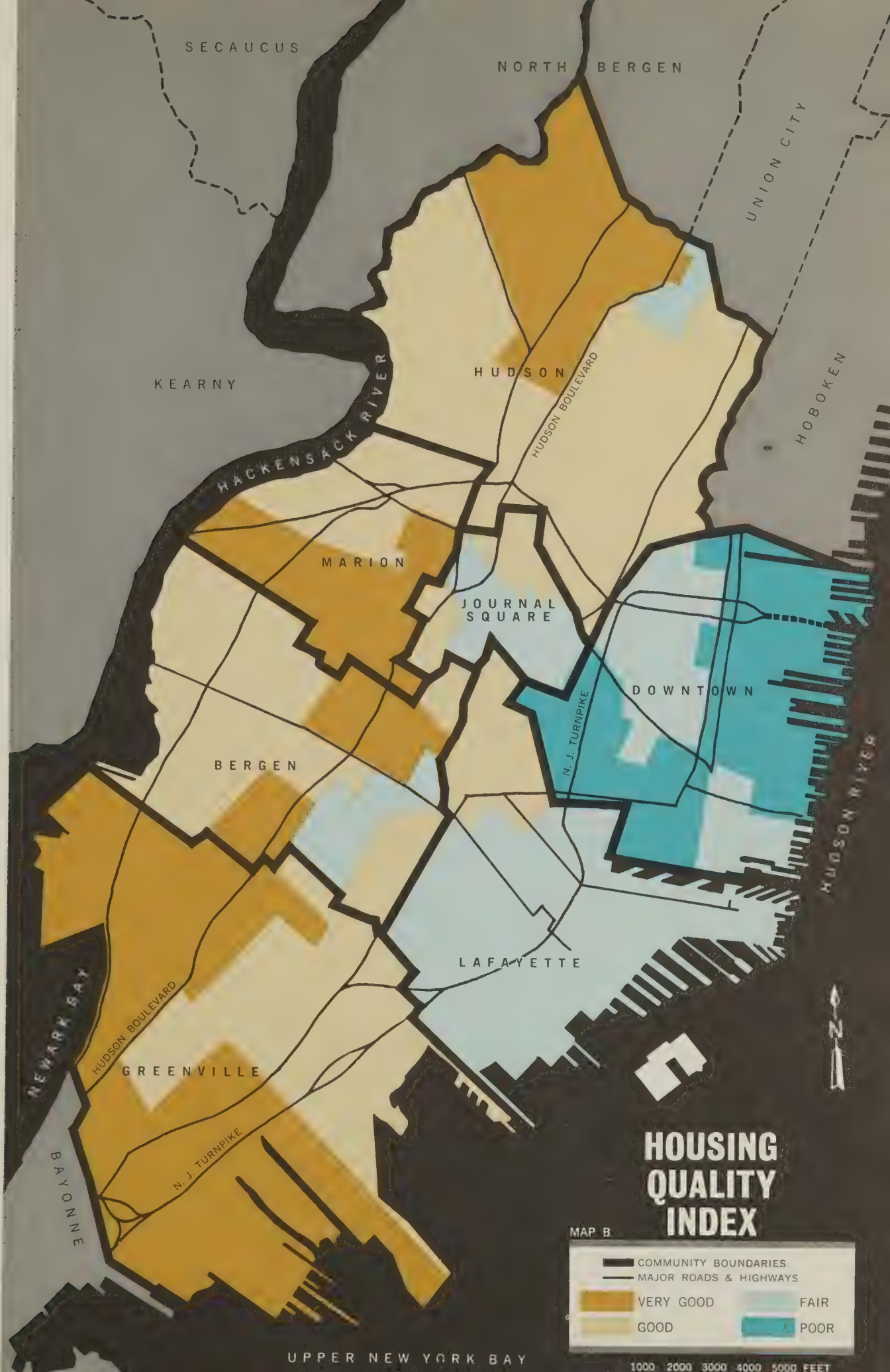
Source: 1960 U. S. Census of Housing, Jersey City, 1940 & 1960

1940 1960

Table 4 / FAMILY INCOME DISTRIBUTION, JERSEY CITY, 1950-1960

Income	1950		1960		% change in distribution 1950-1960
	Number	%	Number	%	
Under \$5,000	57,560	77	25,596	35	-45%
\$5-\$9,999	15,730	21	37,129	51	+243%
\$10,000 & over	1,830	2	10,656	14	+700%
Total	75,120	100	73,381	100	
Median family income	\$3,424		\$5,950		+74%

Source: U. S. Census of Population, Jersey City, 1950 and 1960.



population between 1940 and 1960. In the same period, the Downtown Community dramatically declined by 23 percent. The remaining Jersey City communities all lost from 1 to 13 percent of their 1940 population.

Analyzing these changes further by age groups demonstrates that those communities with greatest growth are those with the highest increase in proportion of persons under 19 years of age, while those with the greatest decline are those with the least proportionate increase in this age group (see chart II and table 3) and the greatest proportions of elderly persons. It might be noted that these areas of declining population are the same communities with the highest incidence of social problems (see Map A) and poorest quality of housing (see Map B).

This information suggests an increasing demand for school facilities in the growing areas; and increased need for attention to the areas of declining population in the City.

SOCIAL CONDITIONS

Since 1950, family income in Jersey City has increased in current dollars by 74 percent and the percent of all families with low incomes has greatly reduced. In 1950, 77 percent of all families earned less than \$5,000; by 1960 this had declined to 35 percent. Despite these changes a persistent core of poor and under-privileged families remain (See table 4). They are made up of families whose heads are older, less skilled, who have not shared in the general economic betterment experienced by the City's total population. These are made up as well of those families of more recent origin. These new families, many of them non-white, are generally poorer than the average, have a larger average family size, and have a greater need for educational and social welfare facilities. They are less skilled, receive lower pay, and receive less in housing quality per dollar expended than those who are leaving (See Appendix table A).

In order to discover the type of distribution of good and poor social conditions, a Social Conditions Index was designed and recorded for each census tract and residential community of the City. This Index was based on four sets of data which reflect general social conditions; family income, incidence of tuberculosis, level of education, and amount of overcrowding. This Index has been recorded graphically in Map A. Clearly the Downtown and Lafayette Communities have the greatest social problems while the Greenville Community has the least.

Thus, the most inadequate social con-



ditions seem generally to concentrate in the older sections of the City. Since all factors making up the Index tend to reinforce each other, these older areas with families of lowest income were found to be those with the most overcrowding, highest incidence of tuberculosis, and lowest level of education. Conversely, the new areas have attracted families with higher incomes, under less pressure to overcrowd their dwellings, lower incidence of tuberculosis, and with higher levels of education. Comparison of this analysis with the Housing Quality Index analysis which follows, will demonstrate that social conditions are reflected to a great degree in the quality of housing.

Implications for urban renewal should be clear: poor physical conditions are accompanied by poor social conditions. To overcome these deficiencies, both must be treated together. Solving one will not automatically solve the other. Creative and comprehensive community renewal in Jersey City may thus find its greatest challenge and its greatest potential for contributing to the City's social and economic well-being by concentrating on overcoming simultaneously both the poor social conditions and the housing inadequacies in these areas.

As planning proceeds, information on recent changes in population characteristics and changes taking place in the region and the City will provide a basis for estimating the future size, type and number of families expected to live in Jersey City communities. This in turn will establish a basis for developing plans both to effect these estimates so as to meet City objectives, as well as to estimate the cost, type and size of demand for various public and private services and facilities; housing, jobs, schools, parks, shopping facilities, transportation facilities. In addition, it will be possible to anticipate needs for facilities for special groups such as the aged, disabled, working mothers, and teenagers.

3 basic planning data

PHYSICAL CHARACTERISTICS / HOUSING



Physical Characteristics /Housing

This section deals with major aspects of physical conditions of residential communities in Jersey City. To introduce this subject, a review of housing conditions from 1930 to the present follows.

HOUSING CONDITIONS, 1930-1960

According to the 1948 Jersey City Master Plan, only 3,300 permanent dwelling units had been built in the City since 1930, of which half were public housing. Since that time, the City has added an annual average of approximately 250 new units of housing, of which 50 percent have been public housing. It is, therefore, no surprise to find that, by 1960, over 87 percent, or 85,469 units of the City's total housing supply were over 30 years old.

In 1940, 26 percent of all units reported were in need of major repairs or were without private bath. By 1950, just over half this number or 15 percent of the total supply reported were dilapidated or without private bath. However, the term "dilapidated" as used in the 1950 Census understates the poor condition of units as compared with the 1940 Census term "in need of major repair." Thus, no significant change can be said to have occurred over that decade.

By 1960, although once again lacking strict comparability with 1950 Census definitions, 17 percent of the units were reported to be either dilapidated or without private bath. These data suggest at best no improvement and, at worst, continuing deterioration in the overall quality of the housing supply.

Housing units built 30 or more years ago are now largely obsolete. When contrasted with rising housing standards and new construction in the region and the nation, this supply of old, obsolete housing becomes an even more serious problem. Since the City has undergone population reduction, the pressure of demand on the existing housing supply has gradually decreased, vacancy rates having increased from a mere 0.5 percent in 1950 to 2 percent in 1960. Thus, opportunities for improving housing conditions may now exist.

HOUSING QUALITY, 1960

For purposes of analyzing housing quality in 1960, four sets of data reported in the 1960 Census of Housing have been combined to form a Housing Quality Index. These were condition of structure, age of dwelling, average value per room, and vacancy rate. These were chosen over other possible measures because of their comparability and accuracy. Census data

on condition of structure alone were found to depend excessively on the subjective judgment of census enumerators. Studied in combination with the other factors, census tracts and communities with similar combinations of physical amenities or deficiencies were able to be identified.

In developing the Index, each census tract was given a score for each of the four sets of data. These scores were added and an index score calculated. The scores were based on point systems. A tract with predominantly old, dilapidated, high vacancy, and low value housing units was given the lowest score. The total scores were then divided into four categories ranging from "good" to "poor." Each tract was then classified, according to its index score, into one of these categories. It is this information which appears in Map B*.

As can be seen, the tracts with major problems according to these data, are located in the oldest community in the City, the Downtown. From here, poor housing conditions extend to the west and south into the Journal Square community as well as into east Bergen and Lafayette. It is these communities which include the oldest structures and those in worst condition. These are also the communities with the highest vacancy rates and lowest values.

In general, Map B locates communities in need of assistance in improving housing conditions. In determining which kinds of assistance programs are most suited to each community (conservation, rehabilitation or clearance), more detailed studies will be made under the City's Community Renewal Program.**

As noted in the discussion on social conditions, a major factor in this determination must be a study of the impact of any program on the families who live in the communities. It has been demonstrated that poor physical quality is generally associated with poor social conditions. Only a careful relating of renewal actions to social programs through the Community Renewal Program will overcome community problems which now exist in Jersey City.

*For a detailed description of method used, see Appendix.

****Conservation and rehabilitation:** generally involves housing code enforcement programs, additions of needed community facilities and the rehabilitation or modernization of structurally sound but old and deteriorated, residential structures. Treatment may include spot clearance of structurally unsound buildings or of land required for adequate community facilities.

Clearance: involves the redevelopment of entire blocks through clearance and rebuilding with new structures. This generally involves a partnership between government and private enterprise, with local public agencies clearing the land and private developers rebuilding.



3 basic planning data

COMMUNITY FACILITIES / PUBLIC SCHOOLS



Community Facilities /Public Schools

To enlarge the picture of physical conditions in Jersey City, two community facilities are analyzed: public schools, and parks and playgrounds. These were selected as indicators of a community's livability.

PUBLIC SCHOOLS

This analysis of schools is based upon two measures of adequacy: the percentage of enrollment capacity* at which each school is currently operating, and a Physical Adequacy Index. The latter measures and evaluates age of structures, outdoor play area and amount of other than classroom floor space.** Both these measurements are intended to rate the relative quality of the public schools. When studied in relation to Maps A and B, which note the distribution of social conditions and housing quality, a more comprehensive picture of relative community needs can be derived. When studied in relation to the changing population composition of these communities, a basis for developing priorities for capital improvement investments will result.

The results of this public school analysis may be seen in Map C and table 5. Each school has been classified according to the score attained for each of the two measures of adequacy. The first notes the percent of enrollment capacity at which the school is being operated. The second notes in percentage terms, the Physical Adequacy Index of each school.***

As can be seen from Map C, schools operating over-capacity are concentrated in the Greenville Community, the eastern part of Bergen, Lafayette, and the southern half of Downtown. Those operating under-capacity are concentrated in a parallel band across the northern section of Downtown and the Hudson, Marion, and Journal Square Communities.

Snyder High School serving Greenville is operating slightly over-capacity, the same situation as the elementary schools in that immediate area. On the other hand, Lincoln High and Ferris High are presently operating under-capacity in a part of the City with a large number of elementary schools operating over-capacity, as well as a number of elementary schools operating under-capacity. Dickinson is the only high school operating over-capacity in an area of under-capacity elementary schools.

The results of the Physical Adequacy Index do not exactly parallel the findings regarding operating capacity. An under-utilized school like Ferris High School may not suffer from overcrowding, but it does suffer from being physically inadequate as regards its age, size of play area and amount of floor area devoted to other than



classroom space. In this case, it was these reasons which determined the need for its being replaced by a new structure and site.

On the other hand, new Public Schools 9 and 27, to be reconstructed by the Board of Education are needed to replace physically inadequate structures as well as to meet the needs of additional families who have recently moved into these communities.

Further detailed analysis in the comprehensive planning program will be needed to fully determine public school adequacy. These will be conducted not only in the above terms, but also in terms of a detailed evaluation of physical plant and location in relation to service area, and adequacy in terms of anticipated change in size of population. New educational advances, changing administrative and educational performance standards, or new teaching methods and curriculum, would necessitate study as to how they would affect locational and physical features of school facilities.

In any plans for the improvement of communities, the parallel need for adequate school space would have to be considered. This would be especially true in regard to renewal programs where additional new housing is proposed.

*Percent of capacity is based on the New Jersey State Board of Education's standard of 25 students per classroom as equal to 100% of capacity.

**The Physical Adequacy Index is made up of 3 elements: the ratio of floor area in classrooms to total floor area (this being an indirect measurement of the amount of space devoted to non-classroom activities such as gymnasiums, lunch rooms and other special activity rooms which contribute to the educational process); the ratio of total outdoor play area to floor area in classrooms (an indicator of the school's ability to provide outdoor physical education); and the age of structure.

***Standards for each element of the Index were based on maximum performance for each among Jersey City schools. Thus, the standard of 1:4 for classroom floor-space to total floor-space was used, based on the design of the most recent school. The index standard, or best performance, is equal to 100%. Variations from that are reductions from that maximum.



Table 5 / PUBLIC SCHOOL PHYSICAL ADEQUACY AND UTILIZATION

School (By Communities)	Adequacy Index Rating	Utilization
Elementary Schools:		
GREENVILLE		
P.S. 40	Very Good	Under construction
P.S. 30	Very Good	148%
P.S. 20	Poor	140%
P.S. 34	Good	144%
P.S. 15	Good	204%
P.S. 38	Fair	124%
P.S. 29	Fair	176%
BERGEN		
P.S. 24	Very Good	132%
P.S. 14	Very Good	140%
P.S. 33	Good	164%
P.S. 12	Very Good	264%
P.S. 18	Good	124%
LAFAYETTE		
P.S. 22	Fair	128%
MARION		
P.S. 39	Very Good	116%
P.S. 17	Poor	96%
P.S. 35	Good	116%
P.S. 23	Good	100%
JOURNAL SQUARE		
P.S. 11	Fair	108%
DOWNTOWN		
P.S. 9	Poor	140%
P.S. 5	Fair	48%
P.S. 3	Fair	152%
P.S. 37	Good	112%
P.S. 2	Poor	164%
P.S. 16	Good	128%
HUDSON		
P.S. 6	Very Good	96%
P.S. 8	Good	112%
P.S. 25	Poor	92%
P.S. 28	Fair	60%
P.S. 27	Good	137%
High Schools:		
GREENVILLE		
Snyder	Fair	132%
BERGEN-LAFAYETTE		
Lincoln	Good	112%
HUDSON-JOURNAL SQUARE-MARION		
Dickinson	Very Good	116%
DOWNTOWN		
Ferris	Poor	92%

3 basic planning data

COMMUNITY FACILITIES / PARKS & PLAYGROUNDS



Community Facilities /Parks & Playgrounds

This evaluation of parks and playgrounds analyses two factors: the residential area served by each park facility and the number of acres of park and playground space per 1,000 population in each community (see Map D and Table 6)*. All public parks and playgrounds operated by the following agencies are included in this inventory: facilities operated by the Recreation Division and administered by the Bureau of Public Works, public school playgrounds, Housing Authority playgrounds and Hudson County Park Commission facilities.

No community in Jersey City completely meets recommended park standards by either measure mentioned above. However, some communities are better served than others. As can be seen from Map D, the Journal Square and Greenville Communities are most poorly served by existing recreation facilities, having the greatest amount of residential area lying outside

park service areas**. They are also among the least served in terms of the number of acres of parks and playgrounds per thousand population. Although the residential neighborhoods in the Downtown appear to have ready access to parks, the actual acreage of these parks relative to the population served is next to the lowest among the City's seven communities.

Thus, to achieve planning objectives of ease of access to parks from all parts of the City and a sufficient standard of open space, additional small parks and playgrounds are needed in all communities.

*A standard of 5.6 acres per 1,000 population was used by which to measure city performance in providing open space. This is based on recommendations of the Regional Plan Association. The present City average is 1.7 acres per 1,000.

**Service areas of park facilities of less than 1/2 acre were not calculated. Service areas of facilities of between 1/2 acre and 1 acre were assumed to serve a radius of 1/4 mile. Larger parks were assumed to serve a radius of 1/2 mile, considered by health officials a reasonable walking distance for school age children.

Table 6 / ACRES IN PARKS AND PLAYGROUNDS, BY COMMUNITY, JERSEY CITY

Community* and Popula- tion	Acres in Recreation Open Space						Acres of Recreation open space per 1000 Population		
	City Parks	School Playgrounds		Public Housing Play- Grounds	County Parks	Total	Acres	% RPA Stand- ard*** (5.6 acres per 1000 popula- tion)	Rank
		Elem.	High**						
Hudson City 57,760	23.9	2.7	1.1	0.7	7.8	36.2	0.6	11	3
Greenville 61,288	18.8	5.5	0.7	8.5	—	33.5	0.5	9	4
Jo. Square 16,776	0.9	0.9	1.1	—	—	2.9	0.2	4	6
Marion 23,353	1.6	2.4	1.1	0.9	36.0	42.0	1.8	32	1
Downtown 46,057	18.7	0.4	0.2	0.8	—	20.1	0.4	7	5
Lafayette 19,691	7.9	0.2	1.3	2.0	—	11.4	0.6	11	3
Bergen 51,176	4.6	3.5	1.2	0.6	72.0	81.9	1.6	29	2
Total 276,101	156.4*	15.6	6.7	13.5	289.8*	482.0*	1.7	30	—

*Since city wide or county parks also serve the immediate area in which they are located, all park areas fronting on residential land and not separated from it by major physical barriers (highways; railroads) have been included in that community's supply of recreation open space. Thus, Roosevelt Park is not included as part of Greenville but is included as part of the city total. On the other hand, that part of Lincoln Park to the east of Rt. 1 is divided between Bergen (2/3) and Marion (1/3) according to the amount of park bordering each. The City's grand total will include the acreage of city-wide facilities not credited to any one community by the above procedure.

**Where high school serves more than one district, acreage was equally divided among all.

***Standard suggested for cities such as Newark and Queens in The Race for Open Space, table 11, Regional Plan Association.



RECREATION FACILITIES AS A PERCENT OF STANDARD BY COMMUNITY*



*Standard equals 5.6 acres per 1000 population

3 basic planning data

THE ECONOMIC BASE



**Table 9 / EMPLOYMENT BY SECTOR AND SIZE OF CIVILIAN
LABOR FORCE, JERSEY CITY, 1950-1960**

Job	1950	%	1960	%	% Change, 1959-1960
Manufacturing	39,546	53	30,957	47	-22
Wholesale, Retail	13,307	18	14,139	21	+11
Transportation	11,651	16	10,861	16	-7
Service, Amusements	5,969	8	6,349	10	+6
Finance, Insurance	2,434	3	2,838	4	+17
Real Estate, Construction	1,841	2	1,469	2	-20
Mining, Agriculture	42	—	—	—	-100
Total	74,790	100	66,731	100	-11
Civilian Labor Force	133,937	—	119,061	—	-11

Source: State Division of Employment Security and U. S. Census of Population, Jersey City, 1950 and 1960

**Table 10 / PAYROLL AND VALUE ADDED PER EMPLOYEE BY
MANUFACTURING SECTOR, NEW JERSEY, 1954-1957**

Selected Sectors	1947		1954		
	No. Em- ployees	Value added per emp.	No. Em- ployees	Payroll per emp.	Value added per emp.
Total Industry	739,035	\$5,664	787,593	\$4,256	\$ 8,039
(20) Food & kindred*	—	—	60,172	4,245	10,810
Comparable Units	46,000	7,543	52,742	—	11,162
(23) Apparel*	70,576	3,633	77,872	2,743	4,093
(25) Furniture Fixtures	7,516	4,755	8,558	3,828	6,581
(26) Pulp-paper Products*	21,416	7,266	25,419	4,424	8,113
(27) Printing/Publishing	20,152	5,420	24,630	4,591	7,168
(28) Chemicals & Prod.*	82,221	9,041	81,731	4,905	13,725
(32) Stone, clay, glass	28,275	5,042	31,250	4,042	7,081
(34) Fabricated metal*	42,876	5,047	51,196	4,431	8,197
(35) Machinery exc. elec.*	65,990	5,066	68,786	4,726	7,684
(36) Electric Machinery*	94,129	4,186	103,452	4,296	7,489
(38) Instruments related	80,968	4,564	25,863	4,828	7,510
(39) Misc. Man.* (Jewelry, music, instruments, office sup., etc.)	41,709	4,842	40,365	3,814	6,258

*Starred items account for over 80% of total employment in manufacturing in both 1960 and 1950 in Jersey City. Numbers in brackets refer to Standard Industrial Classification Code.

percent higher; in comparison with Paterson and Elizabeth, Jersey City was 34 percent and 26 percent higher respectively. Furthermore, this advantage has been generally retained and in one case increased between 1947 and 1954 (see table 8).

From this analysis, manufacturing is the most productive sector of Jersey City's economic base in terms of wages paid and value added. Yet it is precisely in this sector that the greatest loss in jobs has occurred: a drop of 22 percent between 1950 and 1960 (see table 9). Furthermore, the remaining composition of the manufacturing sector is changing, with the more productive industries declining and the least productive stabilized or increasing. Employment in the five industry groups contributing the highest value added and among the highest wages and salaries per employee in the State of New Jersey dropped from 49 percent of manufacturing employment in Jersey City in 1950 to 41 percent in 1960***. Conversely, employment in the industry groups contributing least to value added and wages and salaries remained constant at 11 percent of

total manufacturing employment. The next two industry groups contributing least in value added and income increased by over two-fold their percent of total employed (see tables 10 and 11)****.

The implications of these findings for future industrial development programs begin to emerge. Industrial promotion should concentrate on the high value added, high wage and salary industries demonstrating greater stability and growth potential. Industries which should now be encouraged include those which can take advantage of such available city services

***All percentages relating to employment refer to covered employment data as reported by the New Jersey Division of Employment Security.

****Note: Printing and publishing, might have been included here because of its relatively lower degree of value added. However, since its average payroll per employee was equal to the higher value added subsectors, it was excluded.

Value added data for Jersey City industries was based on state wide averages which are noted in Table 10.

These findings are reflected in the fact that the New York-Northeastern New Jersey metropolitan area fell from 11th place to 25th place among 45 areas compared in regard to average hourly earnings of production and related workers in manufacturing, and ranked 41st out of the 45 in terms of percent increase in such earnings between 1950 and 1960. (from: *Employment, Earnings and Wages in New York City, 1950-1960*, U. S. Department of Labor, Bureau of Labor Statistics, June, 1962, table 6).



MAP E
JERSEY CITY LABOR FORCE BY PLACE OF WORK, 1960

The Economic Base

Accompanying the decline in the City's population between 1950 and 1960 has been an 11 percent decline in both covered employment and labor force. This section analyses some of the factors in Jersey City's economic base which underlie this decline. The City's declining population and low purchasing power and some of the consequences of these factors for its future economic well-being are outlined. Finally, areas are indicated in which the City's economic base can be strengthened.

SERVICE — RETAIL — WHOLESALE

Although the number of jobs in service, retail and wholesale activities in the City has increased 11 percent between 1950 and 1960, these increases have been in the lower than average wage and salary jobs. Furthermore, despite this increase in employment, a far lesser amount of retail expenditures per capita are made in Jersey City than in such major nearby New Jersey cities as Newark, Elizabeth and Paterson. Jersey City had only two-thirds the per capita expenditures in retail sales of any of its three neighbors. Yet, its median family income was the second highest among the cities compared. In 1958, of these four cities, Jersey City had next to the lowest service receipts per capita,* only half that of Newark (See table 7).

In central business district retail sales, Jersey City fell even farther behind, having sales per capita only one-third that of Newark, less than half that of Paterson,

and just over half that of Elizabeth (see table 7). Although all these cities are experiencing retailing weakness, the greater competitive weakness of Jersey City is evident.

In order to attract a larger percentage of retail expenditures presently made outside Jersey City by its residents, the attractions of shopping elsewhere will have to be identified and created within Jersey City. Such attractions might be found to include greater variety of consumer goods and services, more desirable shopping environment, improved transportation services and the improvement of housing areas adjacent to business districts. The fact that it is in the service and retail sectors of the economy where greatest growth is occurring should only serve to further stimulate efforts to achieve this more compatible environment.

MANUFACTURING

Comparing performance in the manufacturing sector in 1954 to Newark and other nearby cities, Jersey City not only contributed higher wages and salaries per employee, but also experienced the highest value added** per employee: in comparison with Newark, Jersey City was over 13

*Service receipts — Income from purchases of such services as repair, entertainment and amusement activities.

**Value added — as used in the Census of Manufacturing, is the value resulting from subtracting all costs incurred at the site of production (wages, electricity, etc.) from the sales price of the sold product. Indirectly, high value combined with high wages and salaries suggests a high degree of capital investment per worker, and thereby, a high value in plant investment.

Table 7 / PER CAPITA TOTAL RETAIL SALES, CENTRAL BUSINESS DISTRICT RETAIL SALES AND SERVICE RECEIPTS PER CAPITA, AND MEDIAN FAMILY INCOME IN 1960, FOR JERSEY CITY, NEWARK, PATERSON AND ELIZABETH, 1954-1958

City	Median Family Income in '60	Per Capita Total Retail Sales			Per Capita CBD Retail Sales*			Per Capita Service Receipts		
		1954	1958	% change '54-'58	1954	1958	% change '54-'58	1954	1958	% change '54-'58
Jersey City	\$5,857	\$ 908	\$ 974	+7	\$190	\$223	+17	\$142	\$187	+32
Newark	5,569	1,555	1,645	+6	581	628	+8	274	373	+36
Paterson	5,745	1,460	1,484	+2	510	455	-11	173	225	+30
Elizabeth	6,100	1,308	1,453	+11	351	381	+8	119	177	+49

Source: 1958 Census of Business, Vol. 2

*Includes those types of retail activity found in central business districts: general merchandise, apparel and accessory goods, furniture and home furnishing equipment. For purposes of comparison with less detailed 1954 data, certain minor CBD items such as sporting goods and jewelry were excluded.

Table 8 / PAYROLL AND VALUE ADDED PER MANUFACTURING EMPLOYEE, FOR JERSEY CITY, NEWARK, PATERSON AND ELIZABETH, 1947-1954

City	1954 Payroll Per Employee	Value Added Per Employee	
		1954	1947
Jersey City	\$4,291	\$8,634	\$6,692
Newark	4,269	7,631	5,668
Paterson	3,928	6,352	5,025
Elizabeth	4,281	6,798	5,862

Source: 1954 Census of Manufacturers, Vol. III, Area Statistics, table 3.

**Table 11 / EMPLOYMENT SHIFTS WITHIN MAJOR SUBSECTORS OF
MANUFACTURING SECTOR, JERSEY CITY, 1950-1960**

Major Subsectors*	1950		1960		Change in Employment 1950-1960	
	Employment	%	Employment	%	%	Rank
Chemical & Allied Products	7,179	18	5,181	17	-28	5
Electrical Goods & Machinery	1,899	5	4,368	14	+130	1
Fabricated Metal Products	5,267	14	3,593	12	-32	7
Apparel & Needle Products	4,476	11	3,497	11	-22	5
Miscellaneous Small Goods	2,142	5	2,321	7	+8	2
Machinery Except Electric	3,684	9	1,946	6	-47	10
Power & Allied Products	1,901	5	1,940	6	+2	3
Food & Kindred Products	3,234	8	1,839	6	-43	9
Printing & Publishing	2,035	5	1,771	6	-13	4
Other	7,729	20	4,501	15	-42	8
Total	39,546	100	30,957	100	-22	

Source: New Jersey Division of Employment Security, September, 1960 and 1950. *Includes only those subsectors with 5% or more of total employment and only those jobs covered by social security.

**Table 12 / CHANGES IN THE OCCUPATIONAL CHARACTERISTICS OF THE
EMPLOYED MALE LABOR FORCE IN JERSEY CITY, 1950-1960**

Occupation	1950		1960		1950-1960 % Change In Employment
	Number	%	Number	%	
Professional-Managerial	14,076	17	10,430	15	-26
Clerical & Sales	15,239	18	12,547	18	-18
Craftsmen (skilled)	16,491	20	12,995	19	-21
Operatives (semi-skilled)	19,360	23	18,771	27	-3
Service & Laborers (unskilled)	17,821	22	13,989	21	-22
Total reporting	82,987	100	68,732	100	-17

Source: U. S. Census of Population, Jersey City, 1960 & 1950

**Table 13 / OCCUPATIONAL CHARACTERISTICS OF UNEMPLOYED, EXPERIENCED
MALE MEMBERS OF THE LABOR FORCE, JERSEY CITY, 1960**

Occupation	Number	%
Professional-Managerial	243	6
Clerical & Sales	504	13
Craftsmen (skilled)	733	19
Operatives (semi-skilled)	1,304	34
Service & Laborers (unskilled)	1,059	28
Total Reporting	3,843	100

Source: U. S. Census of Population, Jersey City, 1960

**Table 14 / MEDIAN EARNINGS IN 1959 OF MALES BY SELECTED
OCCUPATIONAL GROUPS, JERSEY CITY, 1960**

Occupation	Median Earnings
Professional, Managerial and kindred Workers	\$5,879
Craftsmen, Foremen and kindred Workers (skilled Workers)	5,288
Operatives and kindred Workers (semi-skilled Workers)	4,625
Laborers, except farm and Mine (unskilled Workers)	4,242

Source: U. S. Census of Population, Jersey City, 1960

as excess capacity available in sewage treatment plants, undeveloped large-acre waterfront sites and ease of access to labor and consumer markets.

THE LABOR FORCE

Changing industrial technology and occupational structure have greatly influenced the economic base of Jersey City. If the City is to derive maximum benefit from efforts to promote industrial expansion, local resources to support industry will be needed. Key among such resources is the quality of the local labor force.

At present, 44 percent of the City's labor force work outside the City, the majority of these working elsewhere in Hudson County and in New York City (see Map E). If all of Jersey City's resident labor force were to seek local jobs, 44 percent would still have to find work outside. Despite the fact that no city restricts employment in local jobs to residents, there still remains a broad range within which the necessity for seeking employment outside the city can be reduced. Accomplishing this would require close relationships between industrial promotion and improved local labor force skills—especially among the unemployed and those just entering the labor force.

CHANGING CHARACTERISTICS OF THE LABOR FORCE

Considerable shifts have taken place within the occupational structure of the American labor force over the last decade. Projections of occupational skills which will be required by 1970, according to the New Jersey Department of Labor and Industry, show a rise in professional employment of 60 percent, and rises in managerial, clerical, sales and service employment of 25 to 35 percent. By contrast, craftsmen and operators will rise by only 10 and 17 percent, while laborers will actually decline by some 4 percent†.

These trends are already evident in current employment demands where higher skilled jobs appear on the "hard-to-fill" lists of the New Jersey State Division of Employment Security:

"Among such jobs at the professional level are electrical engineer, auditor, sales manager, physicist, aerodynamist, chemist, physical metallurgist, economist, psychiatric social worker, programmer and nurse. The highly skilled section includes television servicemen, oil burner installation and serviceman, tool-and-die maker, machinist, spinner, cabinet maker, diesel mechanic, tailor, nurseryman, and baker."††

How do recent changes in Jersey City's labor force compare with these new emerging demands?

Table 12 illustrates the changing composition of Jersey City's labor force. Rather than showing an increase in the professional-managerial category, this group declined both in total numbers (by 26%) and in its share of the total labor force. Skilled workers declined in total numbers by somewhat less (21%), remaining almost constant as a share of total labor force. Only the semi-skilled workers increased in their share of the total labor force (from 23% to 27%), although they declined slightly in total numbers (3%).

As for the occupations of the experienced unemployed in 1960 (see table 13), the overwhelming majority were concentrated in the unskilled and semi-skilled categories. A mere 6 percent were in the professional-managerial category and 19 percent in the skilled group.

The erosion of professional-managerial and skilled members of the labor force in Jersey City seriously limits the potential for attracting industry or benefitting from jobs created by whatever industry is attracted. It is these higher skilled jobs which also contribute most to community well-being through higher worker's salaries. Lower skilled workers earn less and are more subject to layoffs than those of higher skills. Paralleling national statistics, Jersey City's male professional and managerial workers earn 27 percent more per year than do its semi-skilled workers, and 39 percent more than its unskilled workers (see table 14). If higher paying, stable, growth industries are to be attracted to Jersey City, improving the City's desirability as a place in which all sectors of the labor force are attracted to live and work will be required.

Two additional factors tend to compound the probable future difficulties inherent in the above statements. As indicated by national labor force statistics, low skilled, low wage jobs are held, by and large, by workers with low educational attainments and by groups who suffer from limited employment opportunities, such as minority groups, female and elderly workers. While considerable further study of these problems as they might exist in Jersey City will have to be completed, the need is clear for encouraging higher educational attainments among young people, continuing efforts to eliminate artificial employment barriers, and the promotion of industrial development geared to attracting high wage, stable, growth industries.

†From: N. J. Manpower Projections, 1960-1970, Research Series 4, New Jersey Department of Labor and Industry, and referred to in *Industrial Potential in Clinton Hill* by Walter Thabit, the Clinton Hill Neighborhood Council, Newark, New Jersey, June 1962.

††Covered Employment Trends, January 1962, New Jersey State Division of Employment Security.

3 basic planning data

CONCLUSION

The challenge of urban America is written in the trends and problems described in the foregoing pages. Everywhere across the nation, central cities are beset with high rates of turnover and losses of population, continuing employment declines, aging housing, inadequate community facilities, movements of industries and occupational skills to the suburbs, and increasingly obsolete environments. Such factors have tended to reinforce each other compounding the problems of the cities.

Thus, these problems are not unique to Jersey City. They reflect trends and forces common to the more mature urban regions, as well as the national economy to which all contribute and on which all depend.

Recognizing these problems, Jersey City is developing new tools to assist in their solution: administrative reorganization, new planned investments in the central business district, a new look at the City's vast waterfront development potential, projects for renewing the housing supply and commercial base, consolidation and modernization of city services, an invigorated comprehensive planning program and increased citizen interest in city rebuilding. Through community renewal, Jersey City intends to exploit the opportunities open to it in being located at the center of the nation's largest metropolitan region.

Moreover, just as the problems confronting the City cannot be separated from their regional and national context, so neither can their solution. To the creative marshalling of local efforts and resources will be added the contribution of state and national resources to assist in achieving a more desirable urban environment.

Finally, success in Jersey City's planning and renewal efforts will, to a large extent, depend upon the knowledge and continuing concern and interest shown by its citizens in the planning process. It is to encourage this interest and concern that this report has been published.

basic planning data

APPENDIX

Characteristics of total population compared to the non-white and Puerto Rican population, Jersey City, 1960

Subject	Total Population	Non-white Population	Puerto Rican Population**
Occupation of Employed Males			
1. Professional & Managerial Percent of Labor Force	10,398 14%	326 4%	—
2. Service workers and Laborers Percent of Labor Force	13,949 19%	2,499 32%	—
Median Income Families and unrelated individuals	\$5,324	\$3,868	\$3,791
Household Size	2.7	3.1	4.4
Median Years of Education Population 25 years & older	9.2	8.8	7.6
Percent Dwelling Units Sound	81%	57%*	37%
Median Gross Rent	\$71.00	\$66.00*	\$63.00

Source: U. S. Census of Population, Jersey City, 1960

*Data refers only to census tracts with 100 or more units with non-white household head.

**Data refers only to census tracts with 400 or more such persons.

Place of Work of Labor Force, Living in Jersey City, 1960

Location	Number	Percent Total
Total Workers	109,161	
Total Workers Reporting (including Armed Forces)	102,610	100
Jersey City	57,879	56.4
Balance, Hudson County	17,051	16.6
Newark	3,211	3.1
Balance, Essex County	1,706	1.7
Morris County	163	0.2
Union County	1,276	1.2
Paterson—Clifton—Passaic	625	0.6
Balance, Passaic County	160	0.2
Bergen County	2,689	2.6
New York City	16,709	16.3
Balance, NYC, SMSA	213	0.2
Middlesex County	301	0.3
Somerset County	35	*
Elsewhere	592	0.6

*(Less than 0.1%)

Source: Special table PH-2, U. S. Census of Housing by Census Tracts, Jersey City, 1960.

Average Value Per Census Tract, Jersey City, 1960

Method*

In the analysis for the value per room, census statistics on rents and values were used. As the reporting of them is not dependent upon technical judgment by census enumerator, but are statements of facts of household respondents, they are used as a reliable criteria for the condition of housing.

The formula used for the value index was:

$$\text{Average value per room } J = \frac{BC + EFX}{BD + EG}$$

B=Number units, owner occupied

C=Average value, owner occupied units

D=Average number of rooms, owner occupied units

E=Number units, renter occupied

F=Average rent, renter occupied units

G=Average number of rooms, renter occupied units

X=Rent-to-value conversion factor

The rent-to-value factor was employed in order to develop comparable data for both owner occupied and renter occupied units. This factor was constructed from the following steps:

1. Calculate average value per room of owner occupied housing units by census tract
2. Calculate average rent per room of renters occupied housing units by census tract
3. Divide average value per room by average rent per room to get a conversion factor for each census tract

It was assumed that rent data was a true indication of the value of the property. A very small sample of census data was checked with the assessment information and it was found that the rent data was quite consistent in both, but that the census data tended to overstate market value as compared to assessment data.

*Based on Technical Memorandum No. 2, Department of Urban Renewal, Spokane, Washington, March 1962.

Housing Quality Index

Tract (grouped by Community)	Housing Conditions				Vacancy Rate				Year Structure Built				Value per Room		Index Score *****
	% Sound	% Deterior.	% Dilap.	Score *	Total Units	No. Vacant Available	Vacancy Rate		% 1950-1960	% 1940-1949	% Before 1939	Score ***	Value	Score ****	
							%	Score **							
HUDSON															
1	83	13	4	1	1752	20	1.1	1	5.0	0.4	96.4	2	2360	2	1
2	77	21	2	2	1706	30	1.7	2	0.9	—	99.1	4	2062	3	3
3	94	5	1	1	1509	24	1.6	2	0.5	0.8	98.7	4	2043	3	2
4	82	15	3	1	1014	26	2.5	2	6.5	1.2	92.3	2	2112	2	1
5	81	18	1	1	1425	21	1.5	2	1.0	—	99.0	4	2017	3	2
6	85	14	1	1	2088	27	1.3	1	—	1.1	98.9	4	2371	2	2
7	89	8	3	1	1569	31	1.9	2	0.3	—	99.7	4	2213	2	2
8	87	11	2	1	1466	46	3.1	3	0.5	0.3	99.1	4	2171	2	2
9	88	12	—	1	1041	10	0.9	1	0.3	—	99.7	4	2215	2	2
10	98	2	—	1	1261	12	0.9	1	1.0	—	99.0	4	2316	2	2
11	89	11	—	1	1230	19	1.5	2	0.7	—	99.3	4	2275	2	2
12	79	15	6	2	1346	32	2.4	2	0.3	17.0	82.7	2	1633	4	2
13	93	7	—	1	1119	33	2.9	2	—	—	100.0	4	2243	2	2
14	90	8	2	1	1402	40	2.8	2	0.9	0.3	98.8	4	2409	2	2
GREENVILLE															
51	84	14	2	1	976	10	1.0	1	—	0.6	99.4	4	1717	4	2
52	82	16	2	1	2439	40	1.6	2	20.7	—	79.3	1	2922	1	1
53	91	8	1	1	1235	22	1.8	2	0.4	1.1	98.5	4	2016	3	2
54	97	2	1	1	1316	12	0.9	1	5.7	2.9	91.4	2	3191	1	1
55	82	17	1	1	1453	16	1.1	1	1.6	0.3	98.1	4	2174	2	2
56	97	2	1	1	1353	8	0.6	1	0.9	0.6	98.5	4	2805	1	1
57	77	17	6	2	971	7	0.7	1	0.5	2.1	97.4	4	2446	2	2
58	84	16	—	1	1212	26	2.1	2	4.1	—	95.5	3	2277	2	2
59	91	7	2	1	1987	11	0.5	1	5.8	7.9	86.3	1	2865	1	1
60	93	5	2	1	1653	18	1.1	1	0.8	0.9	98.3	4	2177	2	2
61	95	4	1	1	1857	24	1.3	1	41.0	4.0	55.0	1	2068	3	1
62	88	11	1	1	1250	13	1.0	1	1.3	—	98.7	4	2325	2	2
63	83	15	2	1	1497	3	0.8	1	2.1	1.9	96.0	3	2456	2	1
JOURNAL SQUARE															
19	81	16	3	2	954	30	3.1	3	4.2	0.8	95.0	3	2331	2	2
20	93	7	—	1	1954	139	7.1	4	1.4	0.2	98.4	4	2235	2	3
21	81	19	—	1	1500	51	3.4	3	1.1	0.3	98.6	4	1992	3	3
29	95	3	2	1	2416	78	3.2	3	3.9	1.3	94.8	3	2286	2	2
MARION															
17	80	16	4	2	1545	100	6.4	4	1.9	29.8	68.3	1	2200	2	2
18	97	3	—	1	1711	27	1.6	2	1.4	2.5	96.1	3	3056	1	1
27	92	7	1	1	2230	44	1.9	2	29.4	0.4	70.2	1	1962	3	1
28	92	6	2	1	2391	44	1.8	2	1.1	6.9	92.0	3	2530	1	1
DOWNTOWN															
15	55	42	3	2	1224	86	7.0	4	—	19.0	81.0	2	1390	4	3
16	52	43	5	3	976	41	4.2	4	1.6	—	98.4	4	1769	4	4
22	70	19	11	2	999	21	2.1	2	—	—	100.0	4	1440	4	3
23	71	24	5	2	1225	43	3.5	3	—	1.2	98.8	4	1567	4	3
24	66	32	2	2	1243	31	2.5	2	0.5	—	99.5	4	1349	4	3
25	45	38	17	3	1134	32	2.8	2	—	—	100.0	4	1817	4	3
26	7	69	24	4	1106	61	5.5	4	—	0.4	99.6	4	1915	3	4
32	40	49	11	3	940	35	3.7	3	—	—	100.0	4	1114	4	4
34	15	74	11	4	937	42	4.4	4	0.4	0.4	99.2	4	1571	4	4
35	62	28	10	2	1121	42	3.7	3	—	—	100.0	4	2366	2	3
36	43	40	17	3	1317	50	3.8	3	0.9	0.7	98.4	4	1631	4	4
37	53	36	11	3	1077	59	5.5	4	—	0.4	99.6	4	1915	3	4
38	85	10	5	1	663	46	6.9	4	—	—	100.0	4	2142	2	3
39	72	9	19	2	567	31	5.4	4	—	—	100.0	4	2309	2	3
LAFAYETTE															
31	94	4	2	1	1302	35	3.7	2	0.6	0.3	99.1	4	2133	2	2
33	77	15	8	2	2315	57	2.4	2	—	—	100.0	1	1527	4	2
46	73	21	6	2	1089	38	3.5	3	—	—	100.0	1	1519	4	3
47	59	23	18	3	1235	25	2.0	2	—	0.4	99.6	4	1556	4	3
BERGEN															
30	90	5	5	1	1203	33	2.7	2	—	1.0	99.0	4	2176	2	2
40	95	4	1	1	1705	34	1.9	2	3.4	2.2	94.4	3	2314	2	2
41	88	9	3	1	4444	98	2.2	2	4.7	1.8	93.5	2	2791	1	1
42	86	12	2	1	1766	27	1.5	2	1.8	0.7	97.5	4	1911	3	2
43	66	27	7	2	1742	67	3.8	3	0.5	1.1	98.4	4	1557	4	3
44	71	27	2	2	1091	16	1.4	1	—	—	100.0	4	1607	4	3
45	86	14	—	1	1624	40	2.4	2	2.9	4.6	92.5	2	1778	4	2
48	95	5	—	1	1231	24	1.9	2	1.7	3.5	94.8	3	1940	3	2
49	96	3	1	1	1565	19	1.2	1	2.9	0.8	96.3	3	2626	1	1
50	65	28	7	2	1246	31	2.5	2	—	—	100.0	4	1525	4	3

Source: 1960 U. S. Census of Housing, Jersey City

*This is based upon a weighted penalty point score. Sound units are not penalized; deteriorated units are given a weight of 1; dilapidated units are given a weight of 2. A total score is calculated. This total is then divided into 4 separate interval scores. (Note: Throughout this analysis, interval 1 always represents the best condition, interval 4, the worst).

**Vacancy Rates were divided into 4 intervals with the highest quality going to housing with lowest vacancy rate (presumably those units in greatest demand and therefore in best overall condition). 1 (under 1.5%); 2 (1.5%-2.9%); 3 (3.0%-4.0%); 4 (over 4.0%).

***This is based upon a weighted penalty score. The 1950-1960 structures were given a weight of 1, those of 1940-1949 were given a weight of 2 and those built in 1939 or before were given a weight of 3. The total score was then divided into 4 interval scores.

****This information was divided into 4 intervals as follows: 1 (over \$2,500); 2 (\$2,100-\$2,500); 3 (\$1,900-\$2,099); & 4 (under \$1,900). Data is based on information on both rental and owned units. For further information on the method used to develop this data, see Appendix A.

*****This score represents the total cumulative scores of the preceding 4 factors and was itself divided into 4 intervals for graphic presentation on a map.

Social Conditions Index

Tract (grouped by community)	Median Income, Families and unrelated Individuals*		New Active Cases of T.B. per 100,000 population 1960**		Dwelling Units with 1.05 or more persons per room***				Median School years completed by population 25 years & older****		Index Score *****
	Income	Score	Cases Per 100,000	Score	Occup. Units	Overcrowded No.	%	Score	Md. Yrs.	Score	
HUDSON											
1	\$5,845	2	39	3	1710	120	7	2	9.0	3	3
2	5,217	2	—	1	1660	119	7	2	8.9	3	2
3	5,640	2	47	3	1478	110	7	2	9.0	3	3
4	6,209	1	32	2	973	75	8	2	9.5	2	2
5	5,333	2	25	2	1388	108	8	2	8.9	3	2
6	5,821	2	18	2	2040	117	6	1	10.0	1	1
7	5,143	2	23	2	1501	131	9	2	8.9	3	2
8	5,552	2	115	4	1402	155	11	3	8.9	3	3
9	6,064	1	—	1	1025	81	8	2	8.9	3	2
10	6,248	1	—	1	1241	83	7	2	9.4	2	1
11	5,297	2	29	2	1190	101	8	2	9.1	2	2
12	4,462	3	47	3	1300	175	13	3	8.7	4	4
13	5,528	2	91	3	1078	106	8	2	8.9	3	3
14	5,120	2	—	1	1350	163	12	3	9.2	2	2
GREENVILLE											
51	5,057	2	27	2	964	117	12	3	9.8	1	2
52	6,267	1	56	3	2384	222	9	2	10.3	1	2
53	6,334	1	—	1	1211	125	10	2	9.5	2	1
54	6,936	1	26	2	1299	72	5	1	11.0	1	1
55	5,659	2	64	3	1424	170	12	3	9.2	2	3
56	6,655	1	—	1	1329	80	6	1	10.7	1	1
57	5,679	2	—	1	930	109	12	3	9.5	2	2
58	6,259	1	26	2	1169	89	8	2	10.1	1	1
59	6,506	1	—	1	1951	209	11	3	9.6	2	2
60	6,117	1	19	2	1611	119	7	2	10.0	1	1
61	4,701	3	—	1	1819	226	12	3	9.4	2	2
62	5,857	2	24	2	1235	109	9	2	9.0	3	2
63	6,035	1	—	1	1462	158	11	3	10.5	1	1
JOURNAL SQUARE											
19	4,348	3	121	4	916	72	8	2	9.3	2	3
20	4,882	3	47	3	1,803	146	8	2	10.0	1	2
21	5,229	2	48	3	1,439	149	10	2	9.2	2	2
29	5,305	2	19	2	2,318	101	4	1	11.5	1	1
MARION											
17	4,398	3	—	1	1,427	316	22	4	8.7	4	3
18	5,535	2	22	2	1,679	169	10	2	9.6	2	2
27	4,933	3	14	2	2,179	311	14	3	9.4	2	3
28	6,489	1	—	1	2,330	128	5	1	11.6	1	1
DOWNTOWN											
15	4,327	3	26	2	1,106	228	21	4	8.7	4	4
16	4,725	3	270	4	909	222	24	4	8.5	4	4
22	4,612	3	97	3	961	149	15	3	8.6	4	4
23	4,641	3	—	1	1,177	161	14	3	8.3	4	3
24	4,823	3	—	1	1,203	173	14	3	8.8	3	3
25	4,741	3	110	4	1,087	202	19	3	8.6	4	4
26	4,322	3	106	4	1,007	248	25	4	8.5	4	4
32	4,805	3	71	3	874	146	17	3	8.5	4	4
34	4,414	3	236	4	869	194	22	4	8.3	4	4
35	4,721	3	28	2	1,070	190	18	3	8.6	4	3
36	4,546	3	105	4	1,242	211	17	3	8.3	4	4
37	4,336	3	133	4	1,011	215	21	4	8.3	4	4
38	3,912	4	156	4	606	85	14	3	8.4	4	4
39	4,767	3	121	4	507	94	18	3	8.6	4	4
LAFAYETTE											
31	4,038	3	—	1	1,267	101	8	2	9.4	2	2
33	3,188	4	114	4	2,218	570	26	4	8.6	4	4
46	5,540	2	30	2	1,043	130	12	3	8.8	3	3
47	4,655	3	75	3	1,177	169	14	3	8.7	4	4
BERGEN											
30	4,580	3	33	3	1,153	114	10	2	9.1	2	3
40	6,128	1	74	3	1,661	168	10	2	9.8	1	2
41	5,887	2	18	2	4,310	229	5	1	12.0	1	1
42	5,778	2	95	3	1,718	136	8	2	10.0	1	2
43	4,507	3	45	3	1,632	248	15	3	8.9	3	3
44	4,325	3	149	4	1,054	168	16	3	8.8	3	4
45	5,589	2	137	4	1,567	253	16	3	10.0	1	3
48	6,191	1	25	2	1,187	110	9	2	9.3	2	2
49	6,537	1	20	2	1,538	122	8	2	10.8	1	1
50	3,899	4	131	4	1,183	200	17	3	8.6	4	4

*This data was divided into 4 intervals from "high" (interval 1) to "low" (interval 4) as follows: from \$6,000-\$6,999; from \$5,000-\$5,999; from \$4,000-\$4,999; from \$3,000-\$3,999. (Source: U. S. Census of Population, 1960, Jersey City).

(note: Throughout this analysis, interval 1 always represents the best condition, interval 4, the worst.)

**This data was similarly divided into 4 intervals from "low" (interval 1) to "excessive" (interval 4) as follows: low (under 10 cases per 100,000), moderate (from 10-35), high (36-99), excessive (100-270). (Source: New Jersey State Department of Health, and Hudson County Tuberculosis & Health League.)

***"Overcrowded" as used here is defined as 1.05 or more persons per room. The data in the columns "%

overcrowded", was divided into 4 intervals from "excessive" (interval 4) to "low" (interval 1) as follows: excessive (over 20%, high (11%-20%), moderate (7%-10%), low (under 7%). (Source: U. S. Census of Housing, 1960, Jersey City.)

****This data was divided into 4 intervals from "high" (interval 1) to "low" (interval 4) as follows: 9.7-12 yrs., 9.1-9.6 yrs., 8.8-9.0 yrs., under 8.8 years. (Source: U. S. Census of Population, 1960, Jersey City.)

*****This score represents the total cumulative interval scores of the preceding 4 factors. This total was in turn divided into 4 intervals for notation on a map, as follows: interval 1: under 6; interval 2: 7-9; interval 3: 10-12; interval 4: 13 and over.

CITY OF JERSEY CITY

Thomas Gangemi, Mayor

John F. Moriarty
Business Administrator

THE CITY COUNCIL

Hon. John J. Kijewski, PRESIDENT
Hon. Evelyn Holender
Hon. James C. Rochford
Hon. Thomas Flaherty
Hon. John J. Kelaher
Hon. Thomas J. Whelan
Hon. Thomas Maresca
Hon. Joseph T. Connors
Hon. Fred Martin

THE PLANNING BOARD

William Neumann, Jr., CHAIRMAN
Lawrence Altomonte, VICE-CHAIRMAN
William P. Black, Resigned December 1962
Lawrence Camisa
Joseph Connors
Thomas Gangemi, MAYOR
William George
Anthony Natelli
Hirsh Schpoont
Guido Trisolini

Studies for this report were prepared under the supervision of Sidney L. Willis, Planning Officer, and Charles C. Nathanson, Executive Director of the Redevelopment Agency, under the direction of Alvin E. Gershen, Development Advisor.

DIVISION OF PLANNING

Sidney L. Willis – PLANNING OFFICER
E. David Stolloff – CHIEF OF
TECHNICAL OPERATIONS
Jittu Bhatnagar – PRINCIPAL PLANNER
Robert Heifetz – PRINCIPAL PLANNER

Barbara J. Weisman – SENIOR PLANNER
H. Michael Abeloff – ASSISTANT PLANNER
Elliott I. Barowitz – PLANNING DRAFTSMAN
Marie Moldovan – HEAD CLERK
Angela Ruggiero – CLERK STENOGRAPHER

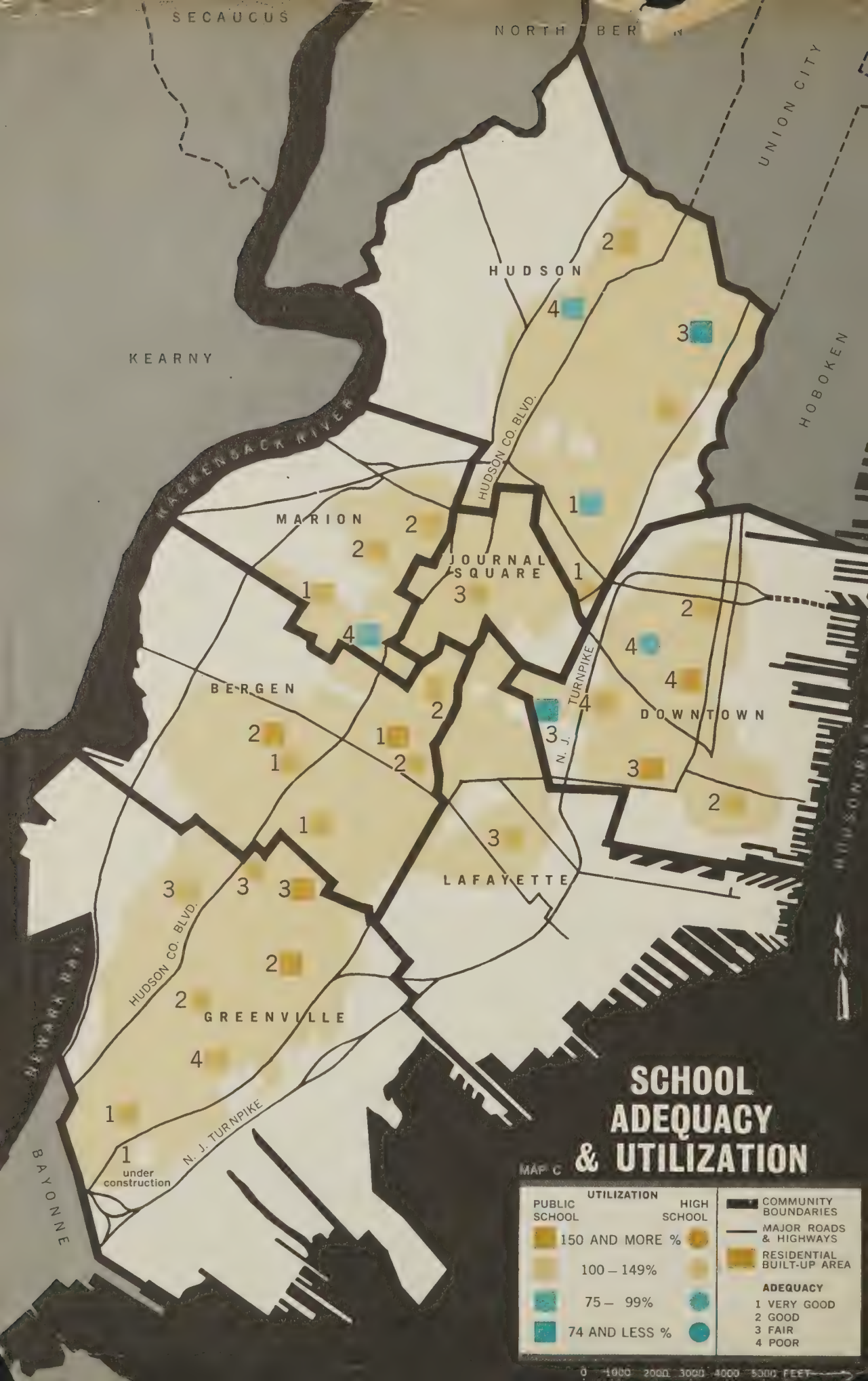
PHOTOGRAPHS: Joseph Getzoff

DESIGN: Joseph Honig

3 basic planning data

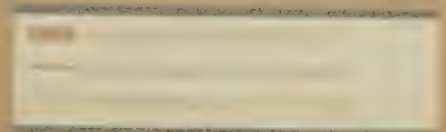
COMMUNITY FACILITIES / PUBLIC SCHOOLS



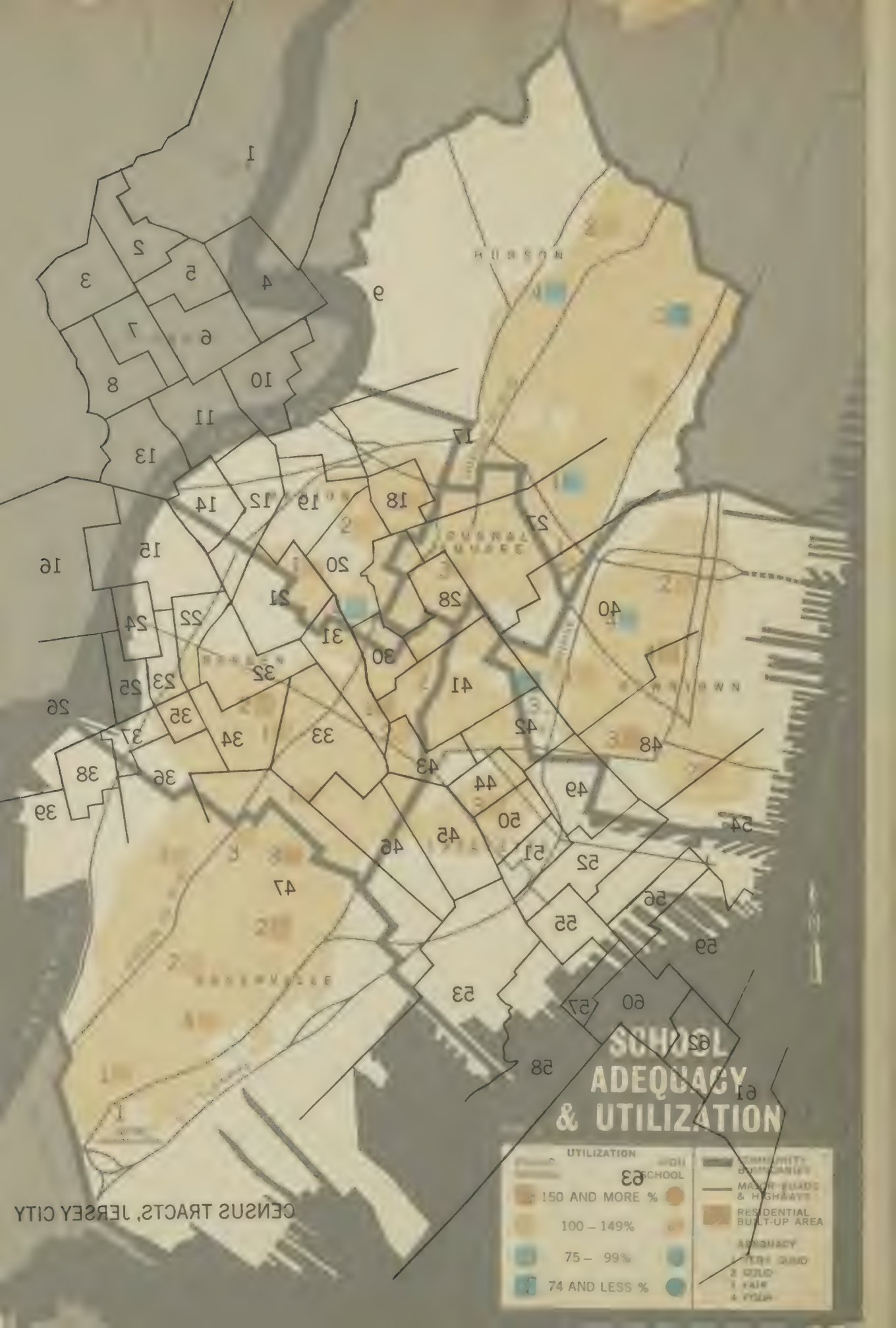




CENSUS TRACTS, JERSEY CITY



CENSUS TRACTS, JERSEY CITY



SCHOOL ADEQUACY & UTILIZATION

UTILIZATION		SCHOOL	
150 AND MORE %	100 - 149%	75 - 99%	74 AND LESS %
COMMUNITY BUILDINGS	MAJOR ROADS & HIGHWAYS	RESIDENTIAL BUILT-UP AREA	ARMY QUARTERS
100 - 149%	75 - 99%	74 AND LESS %	100 - 149%



SECAUCUS

NORTH BERGEN

HUDSON

03000

MARION

JERSEY CITY

EDWATOWN

BERGEN

COLETSVILLE

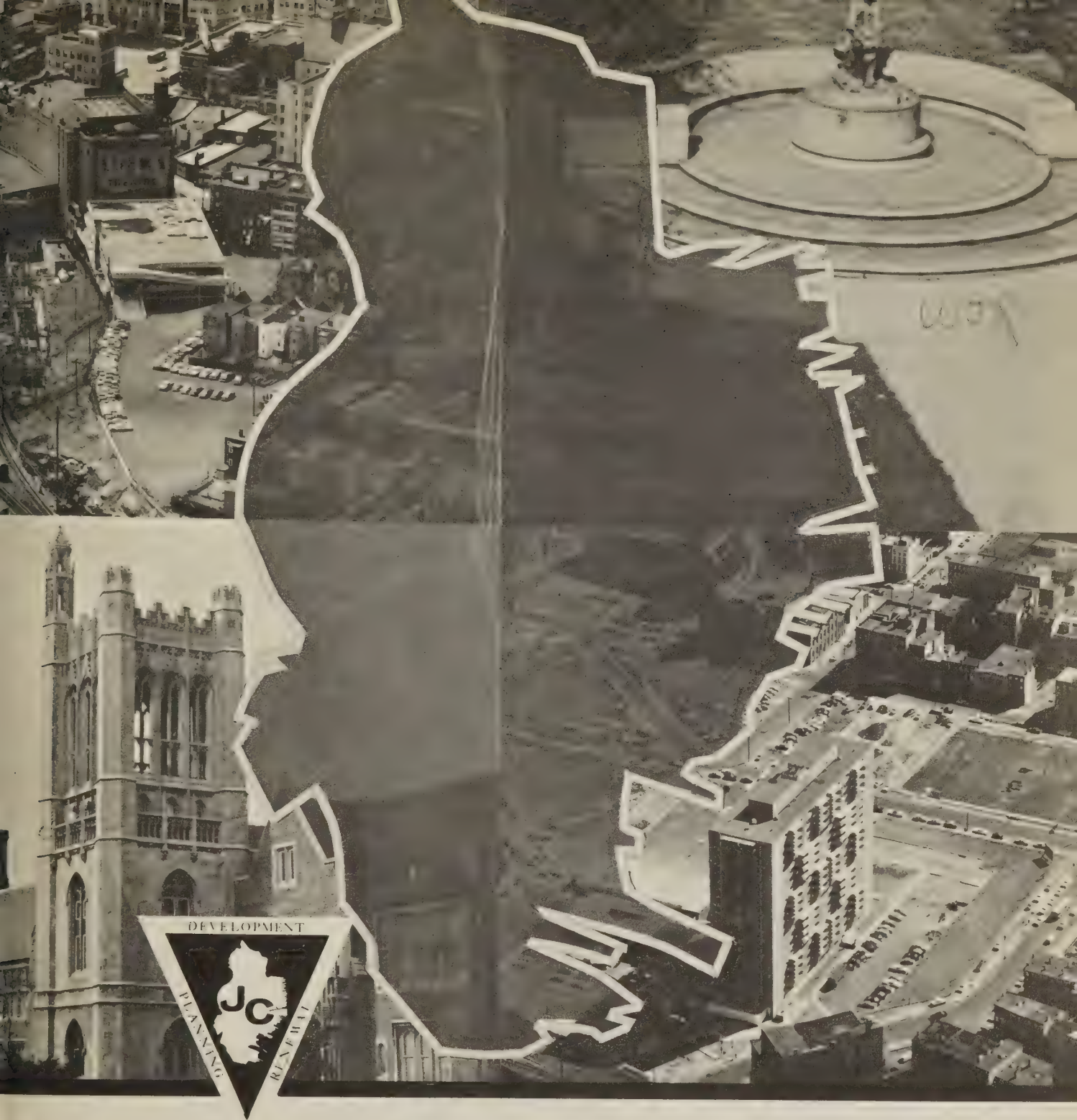
LAURELTON

03000 03000 03000

Legend

- Blue: Hudson County
- Green: Bergen County
- Yellow: Other Counties
- Red: Major Roads
- Blue: Hudson River





land use

COMPREHENSIVE PLANNING PROGRAM

REPORT #1

OF JERSEY CITY/OFFICE OF THE MAYOR/DIVISION OF PLANNING

1965

OFFICE OF THE MAYOR



CITY HALL
JERSEY CITY, N. J. 07302

To the Citizens of Jersey City:

One of the most valuable techniques by which a city can rebuild itself and shape its future development is a realistic and imaginative Comprehensive Master Plan. The present Master Plan of the City of Jersey City was adopted in 1951 on the basis of studies in the late 1940's which have been outdated by major changes in population needs, the decline in railroad activity, and vast urban renewal programs which are being considered or already are in execution.

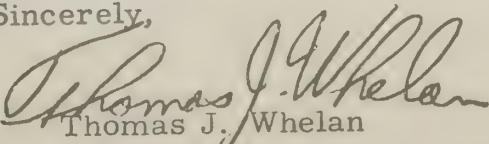
A new Master Plan is needed, therefore, which will reflect more accurately Jersey City's present stage of development and will foresee more fully the trends of future development in the City and in the entire New York Metropolitan Region.

This report, "Land Use", is the first of a series of five technical reports prepared by the Jersey City Division of Planning as part of our Comprehensive Planning Program. The remaining four technical reports are entitled, "Transportation," "Public Facilities," "Social Conditions" and "Economic Conditions." Together, they constitute an analysis of the forces which have influenced the growth of Jersey City in the past and will continue to affect our community in the years to come.

The Comprehensive Master Plan of 1966 will be adopted this summer following public hearings beginning in July, and its major components -- a new Land Use Plan, Circulation Plan and Public Facilities Plan -- thereafter will guide the continuing development of Jersey City.

The new Plan will be another major step in our progress for the renewal of Jersey City and the shaping of a better community in which to work and to live.

Sincerely,


Thomas J. Whelan
Mayor.

THOMAS J. WHELAN
Mayor

John F. Moriarty
Business Administrator

LAND USE

*A report prepared by the
Division of Planning
analysing the use and
misuse of land in
Jersey City, identifying
problem areas, and
proposing planning goals
and objectives, for an
orderly development and
redevelopment of land.*

DEVELOPMENT STAFF

Sidney L. Willis
Planning Director

Charles C. Nathanson
Executive Director
Redevelopment Agency

Alvin E. Gershen
Consultant

TABLE OF CONTENTS

	Page
INTRODUCTION	i
PART I THE GROWTH OF JERSEY CITY	1
A. REGIONAL DEVELOPMENT FACTORS	2
B. EXISTING LAND USE PATTERNS	5
PART II DESCRIPTION OF LAND USES	8
A. RESIDENTIAL DEVELOPMENT	8
1. Existing Patterns	8
2. Housing Conditions, 1930-1960	12
3. Overcrowding	13
4. Recent Trends in Residential Development	13
B. RETAIL AND COMMERCIAL DEVELOPMENT	14
1. Journal Square	15
2. Other Retail Concentrations	16
3. Recent Trends	18
C. INDUSTRIAL AND STORAGE USES	20
1. Existing Patterns	21
2. Recent Industrial and Warehouse Developments	23
D. RAILROADS	24
E. PUBLIC AND SEMI-PUBLIC USES	26
F. STREETS AND HIGHWAYS	26
G. VACANT LAND	27
PART III PROBLEM IDENTIFICATION	29
A. RESIDENTIAL	30
B. BUSINESS AND SHOPPING	31
C. INDUSTRIAL AND STORAGE USES	32
D. RAILROADS	33
E. VACANT LAND	34

MAPS AND TABLES

<u>Map</u>	<u>Following Page</u>
1. Regional Setting	1
2. Existing Land Use	7
3. Community Boundaries	8
4. Overcrowding By Census Tract	13
5. Commercial Areas	14
6. Areas Of Industrial And Related Activity	21
7. Manufacturing, Warehousing And Trucking Activity	23
8. Railroad Land	24
9. Vacant Land	28

<u>Table</u>	<u>Page</u>
I. Distribution Of Land Uses	7
II. Valuation And Acreage Of Vacant Land By Type Of Ownership	27

INTRODUCTION

The City of Jersey City, settled by the Dutch some 330 years ago, is located in Hudson County, N.J., at the heart of the 21-county New York Metropolitan Region. It is the second largest municipality in the State of New Jersey, and its 1960 population of 276,101 marked 47th among the cities of the nation.

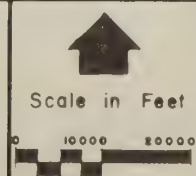
Jersey City's 10,115 acres (nearly 16 square miles) extend across the middle of a long peninsula which reaches south from the George Washington Bridge to the Kill-Van-Kull separating the City of Bayonne, N.J., from Staten Island, N.Y. (See Map: "Regional Setting.") Jersey City is flanked by the Hudson River and Upper New York Bay on the east, and by the Hackensack River and Newark Bay on the west. (Unless otherwise specified, "the waterfront" refers to the City's New York Bay-Hudson River shoreline.)

The City is about one and a half miles across at its narrowest point and three and a half miles across at its widest, and it is nearly seven miles in length. The Bayonne City Line forms its southern boundary, while the municipalities of Hoboken, Union City, North Bergen and Secaucus constitute the northern boundary.

The many factors which led to Jersey City's present stage of physical development are analyzed in this report, "Land Use," the first of a series of five technical reports prepared by the Jersey City Division of Planning. The four remaining reports, entitled "Transportation," "Public Facilities," "Economic Conditions" and "Social Conditions," consolidate and classify in textual form other aspects of the forces which have influenced the City's development and affect its future.



REGIONAL SETTING



CITY OF JERSEY CITY, N.J.
OFFICE OF THE MAYOR
DIVISION OF PLANNING
DATE

These five reports are designed to serve the following purposes:

1. To consolidate the knowledge and understanding gained during the past five years of planning as a staff activity in Jersey City.
2. To update the Master Plan adopted in 1951; to provide for existing needs and immediate future demands, and to reflect the rapidly changing nature of this urban area.
3. To serve as a guide and coordinating instrument for public and private decisions concerning the continued physical, social and economic development of the City.
4. To establish a sound basis for setting goals and objectives for the design of community renewal programs and other development projects in Jersey City.

The basic source material used in the preparation of these Master Plan reports are Planning Division studies and publications, U.S. Census data, and the reports and findings of other regional agencies.

Major City-wide and detailed surveys of land use, marketability, economic base, traffic and transportation have not been undertaken. These major research items have been programmed in the Community Renewal Program and other future studies which will be oriented to detailing and testing the findings and the proposals of this series of reports and to proposing any necessary revisions and alternatives.

Thus, the proposals put forward in this series of reports should be viewed within the limitations of the current availability of data and information.

PART I THE GROWTH OF JERSEY CITY

The physical, social and economic structure of Jersey City and its development history are related directly to those of the entire New York Metropolitan Region. The combination of those historical factors that made this region dominant along the eastern seaboard during the early development of the United States, and the accidents of political government that fragmented the region into 1,467 separate political entities cutting across three states, are critical factors in the development of any portion of the region.

While there are forces which tend to cause the Region and its communities to have the same basic economic, social and political interests, there are also many factors which tend to pull it apart. Its several political units often have divergent interests, differ in their form of organization, and are jealous of their separateness.

The Region focuses on the Port of New York and on the nationwide and international functions performed in Manhattan. The Port, with its commerce and related industrial activities, provided the historical basis for the development of New York City and its environs as the major commercial center of the Eastern United States.

A. REGIONAL DEVELOPMENT FACTORS

Jersey City is situated in the same relationship to Manhattan as are Brooklyn and parts of Queens, but it has an entirely different development history. Prior to the early 1900's, both sides of the Hudson River and New York Bay developed as industrialized centers that surrounded Manhattan. Brooklyn and Jersey City became centers of shipping and rail terminal activities.

Jersey City's physical development was largely completed by 1900, but its population continued to grow as a result of the continued in-migration of workers from Europe. Railroad development reached its zenith in this period, industrial development was nearly complete, and Jersey City emerged as a major regional terminal facility.

Residential neighborhoods were fully developed by 1900, except for sections of Greenville and Marion. Apart from the extensive apartment construction of the 1920's in the vicinity of Kennedy Boulevard and Lincoln Park, Jersey City never experienced a period of second-stage growth -- that is, the replacement of single-family housing areas by high-density, high-value apartment districts. The second-stage growth occurred in many comparable parts of Brooklyn, Queens and Manhattan as the result of improved rapid transit facilities.

Early in the Nineteenth Century, the economic advantages of locating outside of Manhattan influenced the development of such industrial clusters as Jersey City, Brooklyn, The Bronx, Elizabeth, Newark, and Patterson-Passaic.

Industries became mechanized and standarized, and the development of canals as an important transportation mode was underway. All these factors influenced the specific locations of industry. The Morris Canal extending from the Tidewater Basin into northern New Jersey made many locations in Jersey City desirable for industry.

The railroads expanded rapidly, however, and had surpassed the canal as the major transportation carrier by the middle of the Nineteenth Century. Jersey City was strategically located when this occurred, since the railroads connecting New York City with the South and West needed terminal facilities at the Harbor and purchased large tracts of waterfront land in Jersey City.

There was keen competition for land and considerable pressure for development during the 1850's. Jersey City attracted many manufacturing establishments because of its proximity to the regional center, its sizeable population and labor force, and its accessibility to the railroads.

On the other hand, a significant factor working against these natural advantages of Jersey City geographically was the development of the "One Port" concept. New York port interests obtained from the Interstate Commerce Commission a set of uniform railroad rates on products shipped

to and from the Port of New York. The district includes both sides of the Hudson River, so that goods destined for Jersey City or Brooklyn pay the same rate.

This is in spite of the fact that from points to the South and West it cost the railroads much more to deliver goods to Brooklyn than it does to Jersey City. This rate structure affected the economics of many operations and contributed to the location of establishments east of the Hudson River.

The most significant development trend for Jersey City since World War II has been the suburbanization of industry. The single-story production-line organization of manufacturing created a demand for one-story structures on extensive land areas. The old loft structures characteristic of the older sections of the Metropolitan area became obsolete because they were unable to accommodate the new manufacturing techniques.

Practically all new large plant construction is now located outside New York City, Jersey City, Newark and the older areas of the region.

Changes in transportation technology and economics also have affected development patterns. The shift to motor truck transportation has made substantial inroads in the railroad's small-lot and short-distant hauling activities, and also has affected the larger bulk handling operations of the railroads.

These forces have contributed to the present pattern of land use in Jersey City today.

B. EXISTING LAND USE PATTERNS

A land use survey is one of the most important components of a comprehensive planning program and has the greatest number of applications in planning activities. A recent survey in Jersey City identified existing use patterns and provided information about the various types and intensities of land and building uses in the community.

This information is being correlated with population projections and economic analysis to indicate the future land requirements of Jersey City and to provide the basis for the development of a future land use plan. Specialized studies such as the Central Business District, Street and Highway Programs, and the preparation of a Zoning Ordinance also are directly related to the land use study.

Jersey City is intensively developed with a combination of residential, commercial, industrial and railroad uses. A more or less regular gridiron street pattern extends throughout the City on level ground, becoming disconnected along the edge of the Palisades. The pattern is disrupted by irregular streets such as Kennedy Boulevard, Grand Street and Newark Avenue.

Residential development is characterized by a variety of housing types and relatively high densities. Retail development is scattered at random in residential neighborhoods throughout the City, extended in ribbon-like patterns along major streets and concentrated at several locations, including Journal Square, Bergen Square and Newark Avenue-Grove Street.

Extensive industrial development is located along the Hudson River waterfront, Route 440 and the Pulaski Skyway.

Jersey City has approximately six miles of water frontage on each side of the City. Although most of this frontage was originally marshland, much of it has been filled, bulk-headed and utilized. The most intensively developed section of the waterfront is the northern frontage directly opposite lower Manhattan, which contains a broad band of railroad, industrial and storage facilities.

This complex is bordered on the west by the Downtown section, the oldest and most intensively developed residential section of the City. This former marshland extends to the foot of the Palisades, which rise abruptly to 100 feet above sea level.

Except for the Lafayette area immediately south of Downtown, all other residential areas of the City are on the higher ground of the Palisades formation, although several new housing developments are beginning to encroach upon the marshlands beside Newark Bay and in the Hackensack Meadows.

The southern section of the City along New York Bay contains a large expanse of vacant marshland interspersed with railroad classification and passenger yards such as the Pennsylvania Railroad's Greenville yards, the Lehigh Valley's Claremont yards and the Central Railroad of New Jersey's coal loading facilities.

The Caven Point Military Reservation, Liberty Industrial Park and the Tidewater Basin also are located along the waterfront, between the Colgate-Palmolive plant and the Bayonne City Line.

An extensive industrial, commercial and recreational area extends along the western boundary of the City in the vicinity of Route 440 and Tonnele Avenue. Sizable tracts of vacant land are interspersed with major concentrations of development located in the Hackensack Meadows.

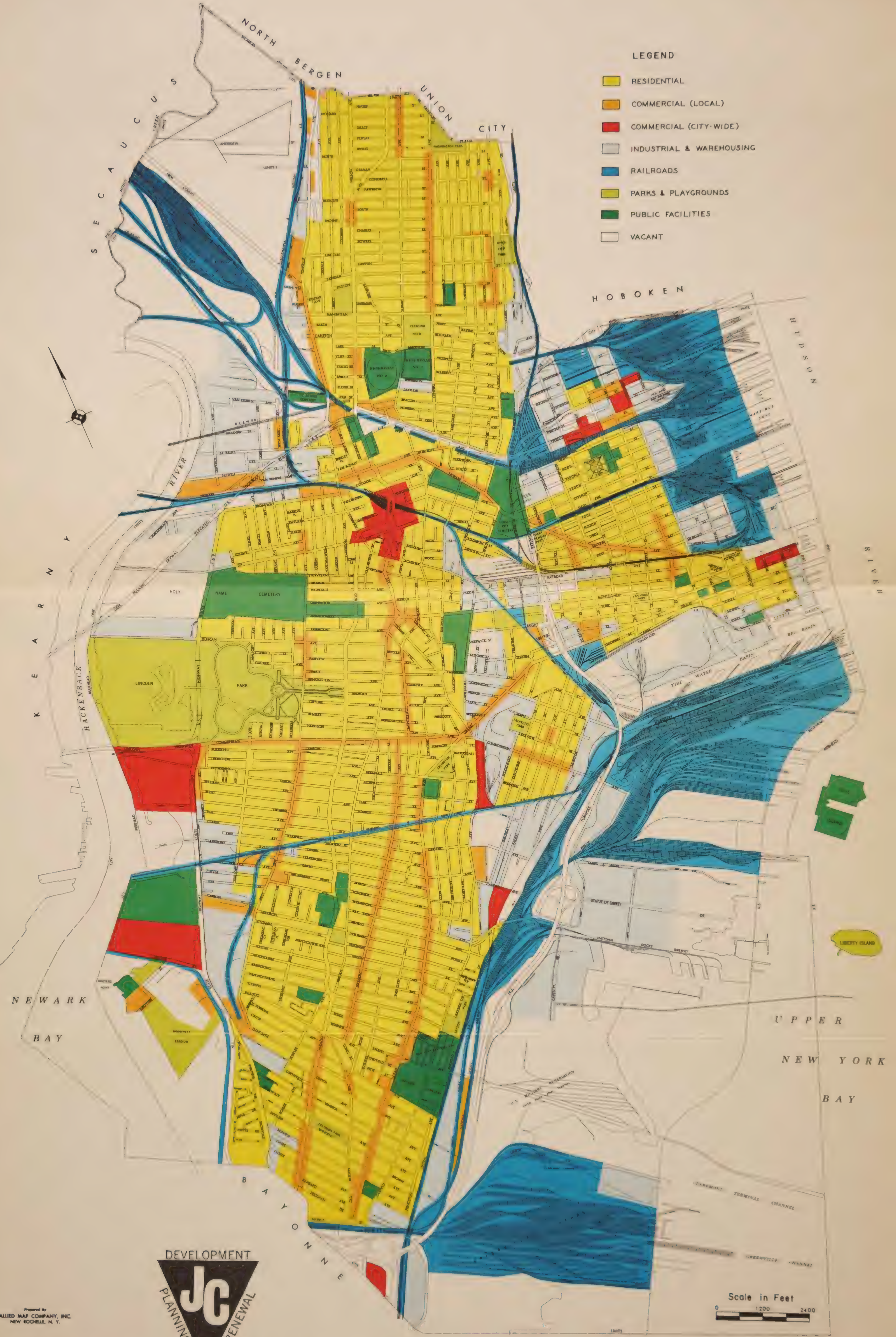
Industrial activities are clustered in the vicinity of Tonnele-Wallis Circle and between Danforth Avenue and Lincoln Park, and a new shopping center has been developed recently at the intersection of Communipaw Avenue and Route 440. Some of this new development is utilizing land that has been reclaimed by filling in portions of the Hackensack River and Newark Bay.

This data has been assembled from the land use survey, the Sanborn Atlas, aerial mosaics and City tax maps. A summary of the distribution of land uses and percentage relationships is shown by Table I and the map "Existing Land Use".

TABLE I
DISTRIBUTION OF LAND USES

<u>Land Use</u>	<u>Area in Acres</u>	<u>Percentage</u>
Residential	2,200	21.7
Retail and Commercial	380	3.7
Industrial	700	6.9
Public and Semi-Public	750	7.4
Railroads	2,640	26.0
Streets and Highways	1,580	15.6
Vacant	<u>1,900</u>	<u>18.7</u>
Total	10,150	100.0

(Source: Division of Planning Survey, 1962-1965)



LEGEND

- RESIDENTIAL
- COMMERCIAL (LOCAL)
- COMMERCIAL (CITY-WIDE)
- INDUSTRIAL & WAREHOUSING
- RAILROADS
- PARKS & PLAYGROUNDS
- PUBLIC FACILITIES
- VACANT



Prepared by
ALLIED MAP COMPANY, INC.
NEW ROCHELLE, N. Y.

JERSEY CITY GENERALIZED EXISTING LAND USE - 1966

PART II DESCRIPTION OF LAND USES

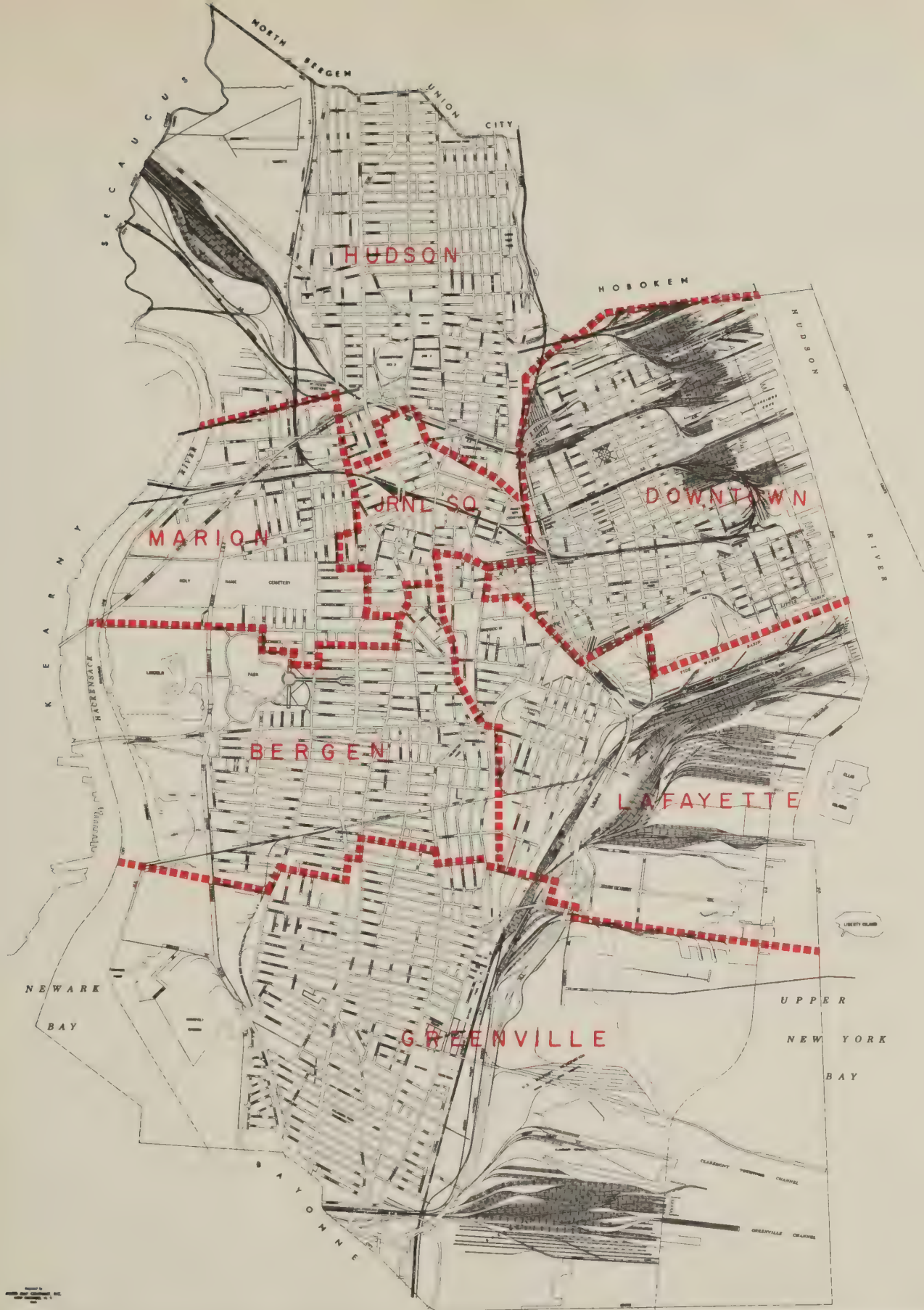
The City has been divided into seven residential communities in order to simplify the identification of trends and problems. These communities have been given names commonly used for the identification by residents of Jersey City, and in most cases refer to old ward boundaries. They are identified as Downtown, Journal Square, Lafayette, Marion, Greenville, Hudson City and Bergen. (See Map, "Community Boundaries.")

A. RESIDENTIAL DEVELOPMENT

Residential uses occupy 21.7 percent of the total land area and are distributed throughout all sections of the City in a wide variety of housing types and conditions.

1. Existing Patterns

Downtown -- Extends along the Hudson River from Hoboken to the old Morris Canal and extends westward to the New Jersey Turnpike Extension. This is the oldest and most densely populated residential neighborhood in the City and contains the largest concentration of substandard housing. The area was completely developed by the early part of the Nineteenth Century with a sizable number of masonry row houses. This row housing provides some of the most structurally sound buildings in the City and affords an excellent opportunity for rehabilitation and conservation.



COMMUNITY BOUNDARIES

COMMUNITY
BOUNDARIES



Scale in Feet
0 1000 2000

CITY OF JERSEY CITY, N.J.
OFFICE OF THE MAYOR
DIVISION OF PLANNING
DATE: JULY - AUGUST, 1965

This area was developed before zoning controls were initiated and therefore contains an extensive mixture of land uses. Residential, commercial and industrial uses are inter-mixed and the residential neighborhood is disrupted by extensive trucking activity that services local stores and industries as well as those extending beyond the community boundaries.

Lafayette -- Adjoins Downtown on the southwest and is located on low-lying land fronting on the Hudson River and New York Bay. This community was settled during the late 19th and 20th centuries and contains a large concentration of deteriorated housing and mixed uses. Excessive over-crowding exists in the western section, particularly in the vicinity of Grand Street. The residential area is surrounded by an extensive industrial complex along the railroads, the New Jersey Turnpike Extension, Grand Street and Garfield Avenue.

Bergen -- Located to the west of Lafayette on top of the Palisades and is known as the "Hill". It is not as old as Downtown and Lafayette and contains numerous frame structures that have been converted to apartments and rooming houses. The western section contains some of the finest residences in the City, particularly along Bergen Avenue, Kennedy Boulevard and some of the side streets in the vicinity of Lincoln Park. This section contains a mixture of handsome single family residences and a variety of well built elevator apartments. It is the City's best residential neighborhood and contains very few non-residential uses.

Journal Square -- The Central Business District of the City and the hub of commercial, retail and entertainment activity. The highest valued property is located here, reflecting its strategic central location with regard to bus routes, PATH and major streets.

The commercial and retail concentration along Kennedy Boulevard, Bergen and Sip Avenues is surrounded by a mixture of residential uses such as detached and semi-detached residences, rooming houses, flats and apartment houses. Many housing units are located over stores and offices.

Although most of the residential structures in Journal Square are structurally sound, there are a sizable number of deteriorated housing units that require repairs and maintenance. New housing is currently being constructed in areas containing a mixture of sound, older housing and deteriorating structures. The percentage of rental units is higher in Journal Square than in the City as a whole and there is less overcrowding here, as well as a higher vacancy rate, and larger size housing units than in other parts of the City.

Hudson City -- Located north of Journal Square along the crest of the Palisades, overlooking Hoboken and the Manhattan skyline. This is a well maintained residential neighborhood of one and two family homes with mixed land uses scattered indiscriminately along the residential streets.

Many modest single family frame homes are located along the rocky hillside that slopes from Kennedy Boulevard and Nelson Avenue down to Tonnele Avenue north of Manhattan Avenue. They have a broad view across the

Hackensack Meadows -- and, occassionally, an exposure to air pollutants created by the refuse dumps in the Meadows.

The central portion of the Hudson City community contains some good quality housing with numerous single family dwellings, and a scarcity of incompatible land uses.

Marion -- Located to the west of Journal Square on the western slopes of the Palisades and one of the last sections to be developed. It contains numerous one- and two-family homes, with some rental apartments and the Marion Gardens public housing project. A major concentration of industrial activity is located north of Broadway, where commercial and industrial uses spill over into the residential areas and create environmental problems.

Greenville -- Located to the south of Bergen and is the largest and newest community in the City, both in area and population. Most of the new residential development in the City is locating in Greenville, with the exception of the new housing units being constructed at the St. John's and Gregory Park renewal projects.

County Village, the largest one- and two-family housing development built in the City since World War II, contains 700 dwelling units and is located along Route 440, at the foot of Linden, Bartholdi and Gates Avenues. Many of the temporary veteran housing sites in Greenville have been cleared and developed for one and two family residences.

Most of Greenville is developed with one- and two-family homes and scattered apartment buildings, with the exception of strip commercial activity along Ocean and Jackson Avenues and the industrial complex east of West Side Avenue between Danforth and Yale Avenues.

2. Housing Conditions, 1930-1960

Of the City's 91,915 housing units in 1960, only 3,300 units were built between 1930 and 1950. Since 1950 the City has added an average of approximately 250 new units of housing annually, of which 50 percent were public housing units. By 1960, more than 87 percent (85,469 units) of the City's total housing supply was more than 30 years old.

In 1940, 26 percent of all housing units in the City needed major repairs or lacked a private bath. By 1950, 15 percent of the total housing units were dilapidated or without private bath. The term "dilapidated" as used in the 1950 Census understates the poor condition of units as compared with the 1940 Census term "in need of major repair".

By 1960, 17 percent of the units were classified as either dilapidated or without private bath, which suggest at best no improvement and, at worst, a continued deterioration in the over all quality of the housing supply.

Much of the City's housing is old. Housing units built 30 or more years ago are now largely obsolete, and when compared with rising housing standards and new construction in the suburbs, the City's old, obsolete housing presents a serious problem. The demand on the existing housing supply

Most of Greenville is developed with one- and two-family homes and scattered apartment buildings, with the exception of strip commercial activity along Ocean and Jackson Avenues and the industrial complex east of West Side Avenue between Danforth and Yale Avenues.

2. Housing Conditions, 1930-1960

Of the City's 91,915 housing units in 1960, only 3,300 units were built between 1930 and 1950. Since 1950 the City has added an average of approximately 250 new units of housing annually, of which 50 percent were public housing units. By 1960, more than 87 percent (85,469 units) of the City's total housing supply was more than 30 years old.

In 1940, 26 percent of all housing units in the City needed major repairs or lacked a private bath. By 1950, 15 percent of the total housing units were dilapidated or without private bath. The term "dilapidated" as used in the 1950 Census understates the poor condition of units as compared with the 1940 Census term "in need of major repair".

By 1960, 17 percent of the units were classified as either dilapidated or without private bath, which suggest at best no improvement and, at worst, a continued deterioration in the over all quality of the housing supply.

Much of the City's housing is old. Housing units built 30 or more years ago are now largely obsolete, and when compared with rising housing standards and new construction in the suburbs, the City's old, obsolete housing presents a serious problem. The demand on the existing housing supply

has gradually decreased; vacancy rates increased from 0.5 percent in 1950 to 2 percent in 1960.

3. Overcrowding

Overcrowding is defined as 1.05 or more persons per room. An analysis of each Census Tract in the City was carried out to measure the degree of overcrowding, using data from the 1960 U.S. Census of Housing.

The analysis showed that extensive overcrowding is located in Downtown, Lafayette, and sections where the oldest and most deteriorated housing in the City is concentrated. These are characterized by a lack of open space and community facilities, congestion on the streets and a lack of neighborhood amenity. (See Map, "Overcrowding By Census Tract.")

4. Recent Trends in Residential Development

The one- and two-family frame house in a 25- by 100-foot lot has been the predominant type of housing constructed in Jersey City since the end of World War II. Most of this new housing has been built in Country Village on the sites of the former veterans barracks that have been razed recently for private housing.

The construction of town houses and row houses has been a recent housing and development in the City, especially where a tract of land is 8,000 or more square feet and can be assembled easily. Most of this new housing has been constructed in Greenville and Hudson City and provides attractive residences with much needed off street parking facilities.



New high-rise apartments are being constructed in urban renewal projects such as St. John's and Gregory Park. This type of housing is expected to increase in Jersey City as a result of the scarcity of vacant land at desirable locations. In addition, long-range plans for renewal of the Hudson River waterfront envision the development of attractive residential communities of medium to high densities.

B. RETAIL AND COMMERCIAL DEVELOPMENT

Retail and commercial uses occupy 380 acres (about 3.7 percent) of the City's land area. Major concentrations are located at Journal Square, the Newark Avenue-Grove Street shopping center, Exchange Place, and along Route 440. The remaining uses are scattered along major streets in long ribbons of shops, stores and service outlets.

Except for the Journal Square area, most of the retail and commercial uses are located in obsolete two- and three-story structures with a high vacancy rate. Very few new commercial buildings have been constructed since the early 1900's. Although recent remodeling activities have improved the utility and appearance of some buildings in local shopping centers, the general effect is one of widespread obsolescence and inefficient usage.

Several new shopping centers have opened recently along Route 440 in the southern section of the City, where sufficient land area is available for off-street parking and loading facilities.

1. Journal Square

Jersey City is the retail center for Hudson County. It provides a variety of retail and service outlets for day-to-day needs and meets the major shipping, business and financial needs of a larger population. These facilities range from commercial strips along major traffic arteries and clusters of shops in residential neighborhoods to the major concentration of retail, business and public uses in the Journal Square area.

This center of business and entertainment activity is at the intersection of Kennedy Boulevard and Bergen Avenue, between Bergen Square and the PATH railroad line. This is Jersey City's Central Business District and the location of a wide variety of retail stores, office buildings, service shops and transportation facilities. "The Square" is a major transfer point between bus and auto passengers and the PATH system between Manhattan and Newark. A county government complex is located in the vicinity of "Five Corners".

Journal Square has considerable potential for more intensive commercial development which has not been fully exploited to date because of competition from nearby shopping centers in Manhattan and Newark and the lack of a wider selection of stores and goods.

Jersey City receives a smaller share of retail sales from its residents than do other communities of similar size. Per capita retail sales in 1958 were \$974., compared with sales in Newark of \$1,645. This reflects the larger number of non-residents that shop in Newark and the substantial number of Jersey City residents that shop outside the City. Comparable per capita sales in the central business districts of these two cities for 1958 show an even larger difference: \$223. in Jersey City and \$628. in Newark.

The present physical lay-out of Journal Square is not efficient as a modern shopping center. It is divided by major streets, congested with bus and auto traffic, and curtailed from expansion by the railroad cut. Although there are several major office buildings, most retail buildings are one and two stories in height. There is considerable conflict between pedestrian and automotive traffic, particularly in the vicinity of the PATH station, the Public Service Bus Station and at the numerous bus stops in the Square itself.

2. Other Retail Concentrations

Many strip commercial centers are scattered along major streets throughout the City. This is a typical pattern that is characterized of many older cities where these centers originally served the local residents.

Such centers have extended along major streets over the years and are now ribbons of mixed retail and service uses, usually, without adequate parking or loading facilities. There is a high rate of vacancies, particularly in the more obsolete structures. This is largely the result of excessive zoning for retail uses beyond the normal requirements of this City.

Jersey City has several retail sub-centers that are oriented to the needs of the various communities. They are:

Hudson City -- Central Avenue, with approximately 7,500 feet of retail frontage, serves the Hudson City community. This is supplemented in the southern section by stores along Newark Avenue at Five Corners. Palisades Avenue, on the eastern edge, is over-developed with retail outlets and contains

numerous vacant stores, warehouses, and light industrial operations that create a blighting influence on surrounding residential neighborhoods. The community appears to be over-developed with retail uses.

Downtown -- Newark Avenue provides the major shopping center in Downtown, with a concentration of old shops that are in poor physical condition. Many of these stores are obsolete and vacant.

Exchange Place -- This was the City's major commercial center during the period when the Pennsylvania Railroad Terminal was the major gateway to New York from the South and West. Numerous banks, professional offices and services were concentrated here to service the exchange traffic between the railroad and the ferry.

The relocation of The Jersey Journal to Journal Square reflected the decline in the importance of Exchange Place as a retail, commercial banking and office center. Numerous stores, restaurants and offices now are vacant, and several structures already have been torn down. The area is still an important transfer center between buses and the PATH system, however.

Bergen -- The Bergen community has no major retail center but is served by West Side, Monticello, Jackson and Communipaw Avenues. Most of the development along these streets is marginal, obsolete and in poor physical condition.

Communipaw Avenue is the City's "automobile row" and contains numerous service and repair shops. It is narrow and is congested with heavy truck traffic.

Bergen and Lafayette communities are served extensively by McGinley Square, which functions as a secondary retail-commercial center. Structures here are somewhat newer and in better physical condition. A recently-opened public parking garage is expected to reduce congestion on the streets. McGinley Square serves as a major bus transfer point and is close to the Jersey City Medical Center, St. Peter's College and several churches.

Greenville -- The southern section of the City is served by retail outlets along Jackson Avenue, lower Kennedy Boulevard and Ocean Avenue. The stores and shops are generally obsolete and in poor physical condition. Commercial frontage is broken up by warehousing and light industrial uses. There is considerable automotive and trucking traffic and a lack of adequate parking facilities, inhibiting the use of these shopping facilities.

3. Recent Trends

-- New shopping centers are being constructed along Route 440, south of Communipaw Avenue. Two Guys from Harrison has opened a new center here recently; other centers are in the planning stage.

-- Urban renewal projects are attracting new retail activities, particularly in the Holland Tunnel Plaza and Gregory Park Projects.

-- There has been considerable face-lifting and improvements on existing stores throughout the City. An active Code Enforcement Program has been initiated, and four sections of the City totaling 80 square blocks are now receiving door-to-door inspection.

-- Plans are being completed for both a major urban renewal project on the west side of Journal Square and a Port of New York transportation center on the east side of the Square. The Journal Square West Project will include a parking garage for 2,000 cars and at least one major department store, and the two developments together will have dozens of specialty shops and other retail facilities.

-- The Jersey City Parking Authority, revitalized two years ago after more than a decade of inactivity, opened 27 off-street parking lots with a total of 864 spaces in 1965 alone. The Parking Authority and the City are now jointly financing a traffic and parking survey of the entire City by an outside consultant firm, and the Parking Authority's aggressive program promises to significantly improve shopping conditions for merchants and customers.

These developments and proposals indicate a healthy potential for increasing business and commercial activity in Jersey City.

C. INDUSTRIAL AND STORAGES USES

Industrial and warehousing uses occupy approximately 700 acres (7 percent) of the total City's total land area. An estimated 335 manufacturing firms provide more than 30,000 jobs in the community.

Jersey City's industrial activity is concentrated around the periphery of the City. Manufacturing firms located there to capitalize on the availability of large tracts of undeveloped land and direct accessibility to transportation facilities. This development pattern contrasts with the patterns that have developed in the core sections of most older metropolitan areas where industrial and commercial activity is usually located at the center of the City.

This pattern, which had its roots in the Industrial Revolution of the early and mid-19th Century, encouraged residential and commercial development along the top of the Palisades, and industrial and warehousing development on the low lands along the waterfronts.

The exceptions to this pattern are the large number of manufacturing firms that are scattered throughout the City with no apparent rational for their location. Some of these locations have historical reasons, and relocation to a more favorable location is hindered by inertia. Other firms have located in residential and commercial areas because of close proximity to a low-skill and low-wage labor force and the availability of inexpensive loft space.

The major locational force appears to be the direct accessibility to excellent transport facilities.

C. INDUSTRIAL AND STORAGE USES

Industrial and warehousing uses occupy approximately 700 acres (7 percent) of the total City's total land area. An estimated 335 manufacturing firms provide more than 30,000 jobs in the community.

Jersey City's industrial activity is concentrated around the periphery of the City. Manufacturing firms located there to capitalize on the availability of large tracts of undeveloped land and direct accessibility to transportation facilities. This development pattern contrasts with the patterns that have developed in the core sections of most older metropolitan areas where industrial and commercial activity is usually located at the center of the City.

This pattern, which had its roots in the Industrial Revolution of the early and mid-19th Century, encouraged residential and commercial development along the top of the Palisades, and industrial and warehousing development on the low lands along the waterfronts.

The exceptions to this pattern are the large number of manufacturing firms that are scattered throughout the City with no apparent rationale for their location. Some of these locations have historical reasons, and relocation to a more favorable location is hindered by inertia. Other firms have located in residential and commercial areas because of close proximity to a low-skill and low-wage labor force and the availability of inexpensive loft space.

The major locational force appears to be the direct accessibility to excellent transport facilities.

In the mid-19th Century the Morris Canal, cutting through the southern half of the City to connect New York Bay with the Hackensack River, was a major transportation artery in Northern New Jersey. Following the demise of the canal operations, the Lehigh Valley Railroad utilized the canal bed for trackage and encouraged new industries to locate in the Paulus Hook and Lafayette areas and along Newark Bay.

Railroad activities in the vicinity of the Wallis-Tonnele Circle, the Waldo Yards, and along the Downtown waterfront also were attractive to industrial development.

The post-war shift from rail transport to motor truck transportation increased the demand for industrial sites along the New Jersey Turnpike, Route 440 and U.S. 1 and 9, and near the entrance to the Holland Tunnel.

Accessibility is a prime force in industrial location, whether in terms of access to a particular market or for the reception and distribution of materials. This is illustrated by the dominance of the railroads along the waterfront and by the extensive development of truck terminals along Route 440, U.S. 1 and 9, and adjacent to the Holland Tunnel approaches.

1. Existing Patterns

Industrial activity in Jersey City is concentrated in the following locations: (See Map, "Areas of Industrial and Related Activity.")



AREAS OF INDUSTRIAL AND RELATED ACTIVITY



Scale in Feet

0 1200 2400

CITY OF JERSEY CITY, N.J.
OFFICE OF THE MAYOR
DIVISION OF PLANNING
DATE :

Paulus Hook -- Contains 32 firms with a total employment of approximately 3,800 persons. Colgate-Palmolive is the largest employer here and occupies a strategic site along the waterfront at Exchange Place.

Tonnele Circle Area -- At the intersection of U.S. Routes 1 and 9 and the Pulaski Skyway, containing two of the City's largest employers, American Can and Western Electric. Approximately 3,500 jobs are provided in this industrial complex.

Pavonia -- In the Downtown section, containing about 25 firms and 3,260 employees. Emerson Electric Company, the largest employer, is supplemented by warehouse and storage activities. Numerous structures in this area are deteriorating, obsolete and vacant.

Lafayette Industrial Area -- Adjoining the New Jersey Turnpike in the vicinity of Garfield and Bayview Avenues, this is one of the City's newest industrial centers. There are nearly a dozen firms located here with a total of more than 2,500 workers. New firms are locating in this area, which still has vacant land suitable for industrial development.

The City is making a concerted effort to create an attractive industrial area here through its Capital Improvement Program. Approximately \$800,000 has been included in the Capital Budget for 1966-1971 for water, sewer, street and traffic signal improvements in the Lafayette Industrial Area in order to encourage industrial expansion and development.

The Lightolier-Route 440 Complex -- Includes a mixture of steel processing firms, glass works and lighting equipment producers. Twenty-five firms are located here; employing approximately 1,600 persons.

Waldo Yards -- In the vicinity of the New Jersey Turnpike and Montgomery Street, containing several large baking companies and a large drug company. Nineteen firms employ approximately 1,600 persons.

These six major concentrations account for 17,800 employees, or approximately 60 percent of the industrial employment in Jersey City. The remaining industrial firms are scattered throughout the City.

2. Recent Industrial and Warehouse Developments

Storage and trucking activities are becoming increasingly dominant in the City's economy. They occupy large land areas for truck storage, loading and turning movements, and they are usually located adjacent to transportation facilities such as major streets and highways, railroads and piers and docks. The concentration of these activities is shown on the map "Establishment Activity and Channels of Movement".

Numerous trucking terminals are located in close proximity to industrial and storage activities. Others utilize direct access roads to Manhattan, Newark and points south and west. The major locational criterion is the need to be in close proximity to customers in order to minimize line-haul costs. These factors explain locations adjacent to the Holland Tunnel, the Tonnele-Wallis Circle area and sites extending along Route 440.

As the map indicates, the bulk of truck terminals are situated along Route 440 where they are directly accessible to the core of Manhattan. The other major location is Downtown, where there is convenient access to the Holland Tunnel and a supply of inexpensive land.

Truck activities that serve local industry or warehousing and storage activities tend to select locations scattered throughout the City. The trucking and warehousing firms located in Lafayette and Downtown and along the fringe of Journal Square are in this category.

Concentrations of trucking and storage facilities Downtown offer excellent inter-relationships between the docking facilities at Harborside, the Pennsylvania Railroad yards below Harsimus Cove, and the remaining linkage with the truck terminals, truck firms and warehousing operations.

Distribution activities have expanded considerably during the past 10 years, particularly in Liberty Industrial Park and the southern part of the City. New warehouses have been erected on large lots with adequate off-street parking and loadnig facilities; they have convenient access to rail, ship and trucking facilities and to the Bayview Avenue Interchange (14-B) of the New Jersey Turnpike Extension. The Meadows also offer good building sites for industrial use.

D. RAILROADS

Development in Jersey City has been influenced considerably by the extent to which the railroads pre-empted land. Prior to World War II, the railroads owned more than 30 percent of the City's total acreage, including most of the Hudson River frontage. The 1965 Land Use Survey indicates that railroads now occupy 2,640 acres (26 percent) of the City's total land area.



Jersey City was located in a strategic location during this period of great railroad expansion. Railroads entering New York from the south and west needed terminal facilities along the west banks of the Hudson River, and they soon acquired large tracts of land along the waterfront. Much of this land area was never completely developed, because land acquisitions were generally in excess of future demand. In some cases, choice waterfront land was bought merely to prevent its acquisition by competing interests.

At one time, nine major railroads had terminal facilities along the Jersey City waterfront. Financial losses, mergers, and increasing competition from automobiles, planes and trucks eventually cut into rail revenues, however, reducing the need for surplus land and encouraging the railroads to release their holdings.

Passenger facilities of the Erie Railroad at Harsimus Cove and the Pennsylvania Railroad at Exchange Place were the first to be sold, and the passenger operations of Central Railroad of New Jersey south of the Tidewater Basin are scheduled to be terminated shortly.

The railroads have not had the blighting effect upon residential and commercial properties in Jersey City that they had in other comparable communities. This is due primarily to the physical separation of railroad and commercial activity from the residential sections of the City. Most of the railroad lines that cross the City from east to west are located in cuts in the rocky Palisades highland that forms the spine of the Hudson County peninsula; thus they do not exert a blighting influence upon abutting residences.

E. PUBLIC AND SEMI-PUBLIC USES

Public and semi-public uses occupy a sizable portion of the City's land area. Approximately 750 acres (7 percent) are in this classification; they are used by city, county, state and federal agencies as well as by semi-public agencies such as churches, private and parochial schools, hospitals, parks and playground, cemeteries and parking facilities.

Approximately 480 acres are utilized for parks and playgrounds scattered throughout the City. Hudson County parks -- primarily Lincoln Park -- account for 290 of these acres. Schools and churches represent the most numerous semi-public uses.

F. STREETS AND HIGHWAYS

Streets and highways occupy 1,580 acres (16 percent) of the City's land area. This proportion rises to 28 percent when railroad and vacant land are deducted in order to present a more realistic picture of the City's developed area. The relatively high percentage indicates a dense pattern of streets and blocks, characteristic of an older, highly-developed City.

Jersey City's street pattern follows the typical grid-pattern with a north-south orientation. It is traversed in an east-west direction by some of the most heavily travelled routes in the country and by Kennedy Boulevard, Route 440 and Tonnele Avenue (U.S. 1 and 9) in a north-south direction.

The New Jersey Turnpike Extension and Route 440 provide fast and convenient circulation around the periphery of the City.

G. VACANT LAND

There are approximately 2,000 acres of vacant land in parcels of 1/2 acre or more in Jersey City. This land, which has an assessed value of more than \$22 million, represents about 20 percent of the City's total area. Most of this land is concentrated in two sections of the City -- along the Hudson River waterfront and in the Hackensack Meadows. Numerous smaller vacant parcels are scattered throughout the City and have not been tabulated because of size, dimensions, and utility.

Approximately 1,100 acres (55 percent) of vacant land are in public ownership, including the City, Hudson County, the Federal Government, the New Jersey Turnpike Authority and the Jersey City Housing Authority. Railroads own 360 acres (17 percent) of vacant land, and the remaining 550 acres (27 percent) is in diverse private ownership.

TABLE II

VALUATION AND ACREAGE OF VACANT LAND BY TYPE OF OWNERSHIP, JERSEY CITY, 1964

<u>OWNERSHIP</u>	<u>ACREAGE</u>	<u>%</u>	<u>ASSESSED VALUATION</u>	<u>%</u>	<u>AVERAGE ASSESSED VALUATION PER ACRE</u>
PUBLIC					
City	751.41	36.9	\$ 11,973,770.	54.2	\$ 15,935.
Other	375.87	18.5	2,924,035.	13.2	7,780.
TOTAL	1,127.28	55.4	14,897,805.	67.4	13,215.
RAILROAD	361.27	17.7	4,077,085.	18.5	11,285.
PRIVATE	548.19	26.9	3,106,150.	14.1	5,665.
TOTAL	2,036.74	100.0	\$22,081,040.	100.0	\$ 10,840.

Source: Jersey City Division of Planning Survey, 1964

The map, "Vacant Land" shows the location of the major concentrations of vacant land in the City.

Although most of the vacant land is high and dry and directly usable, some is in a marginal condition that will require drainage and fill before it can be used. Some of the vacant land along the rivers is under water, however, and will require bulkheading and filling before utilization.

The availability of an extensive reserve of vacant land is potentially one of Jersey City's greatest development resources. Unusual in most major and older cities, this land can serve as a ready resource for relocation housing sites, additional recreational space, and sites for the expansion and development of other public facilities.

It can also provide opportunities for expansion in the private sectors of the community -- potential sites for new commercial and industrial developments, or expansion or relocation of existing activities which require additional space. This land resource is an important asset to Jersey City which, if used wisely, will aid the City in improving existing facilities and in attracting new private capital.

VACANT LAND

SITE IDENTIFICATION NUMBER
LOT IDENTIFICATION LETTER

JANUARY, 1964



VACANT LAND



Scale in Feet
0 1200 2400

CITY OF JERSEY CITY, N.J.
OFFICE OF THE MAYOR
DIVISION OF PLANNING
DATE :

PART III PROBLEM IDENTIFICATION

Jersey City, a major manufacturing and transportation center in the heart of the New York Metropolitan Area, is an old core city with many of the problems associated with aging.

It is no longer a community in which the residents live, work, shop and play solely within the municipal boundaries. The metropolitan area offers a wide range of opportunities for activities formerly associated with the central city. The result has been intra-regional movement on a large scale.

New residential development and retail, commercial and industrial activities are locating not in the core cities but in the suburbs, reflecting the changing social and economic conditions of today. At the same time, land use patterns are changing within Jersey City itself to reflect these changes in the social and economic fabric.

Although many parts of the City are attractive and boast well-maintained homes and business properties, most neighborhoods are showing signs of deterioration and encroaching blight. This is especially true of the older residential and non-residential sections.

Changes also are occurring in the distribution and the characteristics of the City's population. In some cases, these are the inevitable results of a changing economy greatly influenced by the mobility of the people; in others, they represent a desire for more enjoyable living and working conditions.

These changes confront the City with many different problems that will require continuing study and effort in order to create a properly functioning community which meets the needs of its population and at the same time enhances its status as the center of a growing region.

The background data presented in this report provides a detailed analysis of the many different facets of community life and reveals many strong points as well as major shortcomings. The data provides the foundation for the next step in the planning process -- the preparation of a Comprehensive Development Program.

Jersey City's land use problems are identified by each major land-use classification and are analyzed as City-wide or specific area problems. Unanswered questions that require additional study are discussed.

A. RESIDENTIAL

The City's housing supply is old, deteriorating and dilapidated. Of the total 91,915 housing units, 85,469 (93 percent) were built in 1939 or earlier, and 24,657 (26.7 percent) are classified by the 1960 Census as deteriorating, dilapidated, or lacking plumbing or hot water.

There is overcrowding, high density and high site coverage. Jersey City's 91,915 dwelling units and 276,101 residents occupy a net residential area of approximately 2,200 acres with an average density of 41.8 dwelling units or 125 persons per net residential acre. Of the 88,552 occupied dwelling units, 10,077 (11.3 percent) are overcrowded, with 1.05 or more persons per room.

There is encroachment of undesirable industrial and commercial activity into residential areas. Auto repair shops, junkyards, and non-conforming uses are located in residential areas, particularly in the Downtown and Lafayette sections of the City. These are detrimental to the living environment and to the well-being and preservation of neighborhood life.

There are low standards and quality of construction in the new one- and two-family housing development.

Substandard tenement housing is located in the Downtown and Lafayette sections of the City.

Residential uses are located in the midst of the business and industrial districts in the north part of Marion and in the vicinity of the Pulaski Skyway.

B. BUSINESS AND SHOPPING

In general, there are too many retail stores and a corresponding amount of high vacancy in retail uses. At the same time, there is excessive zoning for business use beyond community needs.

On the other hand, there is a shortage of shopping facilities in the Lafayette and Marion sections, and a lack of efficient retail concentrations in the Hudson City, Greenville and Bergen sections.

There is widespread deterioration of retail and commercial facilities in the Downtown section.

There is a shortage of off-street parking facilities in local retail centers and Journal Square.

There is a lack of pedestrian convenience and environmental quality in all commercial centers.

The railroad cut through Journal Square has prevented the optimum development of this part of the City as a major Central Business District.

Many warehousing and light industrial operations, particularly along Palisades Avenue in Hudson City, Communipaw Avenue in Berge, and Ocean Avenue in Greenville, interfere and obstruct with the development of efficient retail operations.

C. INDUSTRIAL AND STORAGE USES

There is a shortage of industrial sites at good locations which are served by adequate community facilities.

Obsolete, abandoned loft buildings are scattered throughout the City and cannot be converted easily to new uses.

Most industrial buildings and storage terminals have inadequate off-street parking and loading facilities. This is particularly severe in the Downtown and Lafayette sections.

Industrial activities extend into residential and commercial areas. Excess truck traffic on local streets creates congestion and conditions detrimental to the neighborhood residential environment.

Noise, air pollution, and water pollution from industrial activities are detrimental to health, livability, and the amenity of a neighborhood.

There has been a general decline in industrial employment and tax ratables in the City as well as an increase in the number of new firms that employ fewer persons and pay lower taxes and wages.

There are incompatible land use mixtures in the Downtown, Lafayette and Marion sections.

Pressures are rising for new industrial development along portions of the waterfront. With diminishing reserves of vacant land, it is imperative to guarantee that other community needs will be met -- parks, housing, community facilities -- and that comprehensive long-range development will not be hindered by premature, short-sighted industrial developments.

Storage facilities in the built-up sections of Jersey City are in old, obsolescent structures which create blighting influences on their neighborhoods

New one-story distributive centers are locating on large parcels of the land and absorb much of the City's remaining land resources.

Structures in Downtown and Lafayette sections are old, sub-standard and general nuisances.

Activities related to industrial and storage operations, such as repair shops, garages, and junkyards, are blighting influences on residential areas.

D. RAILROADS

The general decline in rail activity has encouraged the abandonment of extensive railroad properties along the waterfront, costing the City both ratables and jobs.

There is a question as to the most appropriate reuse of these properties. A considerable amount of this land is underwater or in marshy condition, or is land-locked and inaccessible. All these factors impair the potential for sound development.

The Erie and Pennsylvania Railroad trestles along Sixth and Tenth Streets create problems in the Downtown area. Low clearances at Grove and Henderson Streets force large trucks to avoid the underpasses and travel through residential streets, with resulting adverse effects upon the neighborhood.

Unnecessary duplication of lighterage, interchange and tidewater coal facilities by all major railroads along the waterfront is not only uneconomical but restricts the fullest potential for reuse of the waterfront by blocking the use of large parcels of land.

E. VACANT LAND

Sizable tracts of vacant land are not served by roads and utilities. Many parcels are underwater or in marshy condition and require extensive reclamation.

Piecemeal development of large parcels without an overall development plan has obstructed the fullest utilization of the total vacant land area.

The major reserves of vacant land are located along the waterfront where greatest pressure is exerted for development that may not always be in best interests of the City's long-range development program.

The waterfront requires extensive land fill, reclamation, bulkheading, and the installation of extensive utilities to make the land usable.

THE CITY OF JERSEY CITY

Thomas J. Whelan
Mayor

John F. Moriarty
Business Administrator

THE MUNICIPAL COUNCIL

Hon. Thomas M. Flaherty, President
Hon. Evelyn Holender
Hon. Stephen J. Kopycinski
Hon. Thomas McGovern
Hon. John J. Kelaheer
Hon. Anthony L. Altomonte
Hon. Thomas Maresca
Hon. Anthony P. Peduto
Hon. Fred Martin

THE PLANNING BOARD

Hon. William George, Chairman
Hon. Lawrence Altomonte, Vice Chairman
Hon. Guido Trisolini, Vice Chairman
Hon. S.J. Charles Inzinna
Hon. Anthony Natelli
Hon. Hirsh Schpoont
Hon. Lawrence J. Camisa, Director of Finance
Hon. Thomas M. Flaherty, Councilman
Hon. Thomas J. Whelan, Mayor

THE DIVISION OF PLANNING

Sidney L. Willis, Director of Planning
Robert G. Emerson, Assistant Director
H. Michael Abeloff, Chief of Comprehensive Planning
Harold Weber, Chief of Development Programming
Edwin Finder, Chief of Planning Controls
Stephen F. Needham, Jr., Public Information Officer
Gregory Donohue, Senior Planning Draftsman
Kenneth Buyyounouski, Senior Planning Draftsman
Jean D. Miller, Principal Clerk Stenographer
Angela Ruggiero, Senior Clerk Typist
Angela Lanni, Clerk Typist
Helen Sawetz, Clerk Typist

NOTE: Jittu Bhatnager was Chief of Comprehensive Planning until October 1965, and had the responsibility for the preparation of the Master Plan technical reports. Subsequently, H. Michael Abeloff assumed responsibility for the preparation of these reports.



May 11, 1968



transportation

PREHENSIVE PLANNING PROGRAM

REPORT # 2

OF JERSEY CITY/OFFICE OF THE MAYOR/DIVISION OF PLANNING

1965

THOMAS J. WHELAN
Mayor

John F. Moriarty
Business Administrator

TRANSPORTATION

*A report prepared by the
Division of Planning
analysing the pattern of
passenger travel and com-
mercial and freight move-
ment in Jersey City,
identifying their problems,
proposing planning goals
and objectives, and setting
forth recommendations for
plans, policies and programs
to coordinate transportation
improvements with programs
of development and redevelop-
ment.*

DEVELOPMENT STAFF

Sidney L. Willis
Planning Director

Charles C. Nathanson
Executive Director
Redevelopment Agency

Alvin E. Gershen
Consultant

LIST OF MAPS AND CHARTS

	Following Page
1. Regional Highway Network	1
2. Place of Work of Jersey City Residents (Movement Out)	2
3. Place of Residence at the Labor Force Employed in Jersey City (Movement In)	2
4. Trans-Hudson Vehicular Traffic	2
5. Trans-Hudson Passenger Travel by Mode	3
6. Traffic Volumes in Jersey City and Vicinity.....	3
7. Major Traffic Arteries, Jersey City and Vicinity	4
8. Destination of Bus Passengers Leaving Journal Square on an Average Weekday	6
9. Purpose of Trip by Destination of Bus Passengers Leaving Journal Square on an Average Weekday by Percentages	6
10. Establishment Activity and Channels of Movement	9

INTRODUCTION

The quality of a community's transportation network frequently affects the decisions that are made concerning the location of commercial, business and industrial activities in that community. Long range community plans are likely to be meaningless until a satisfactory arterial system can be established.

The need for planning a workable transportation network is essential to meet the changes in travel behavior that result from the decentralizing trends of population and economic activity in most urbanized regions, and to cope with the projected increase in urban population.

It is estimated that the population of the New York Metropolitan Region will grow from 16 million in 1960 to 22 million by 1985, with corresponding increases in business and industrial activity, leisure time, family income and automobile ownership (from one automobile per 3.3 persons in 1960 to an estimated 2.6 persons per vehicle in 1985*).

All these factors will result in increased travel, increased number of vehicles, and a growing demand for improved transportation facilities. The impact of this increased inter-city travel will be most significant in Jersey City because of its strategic location in the center of the Metropolitan Region.

*Regional Plan News, No.73-74, May 1964, Table 3, P.17.

This report is the second in a series of five technical reports related to background data about Jersey City. It is concerned with transportation in, around, and through Jersey City, as well as existing and proposed regional highways, commuter traffic volumes, truck traffic, bus and rail transportation, bridges and tunnels.

Existing transportation facilities are analyzed and problems are identified to provide a framework for more detailed origin and destination surveys and other City-wide traffic studies at a later date.

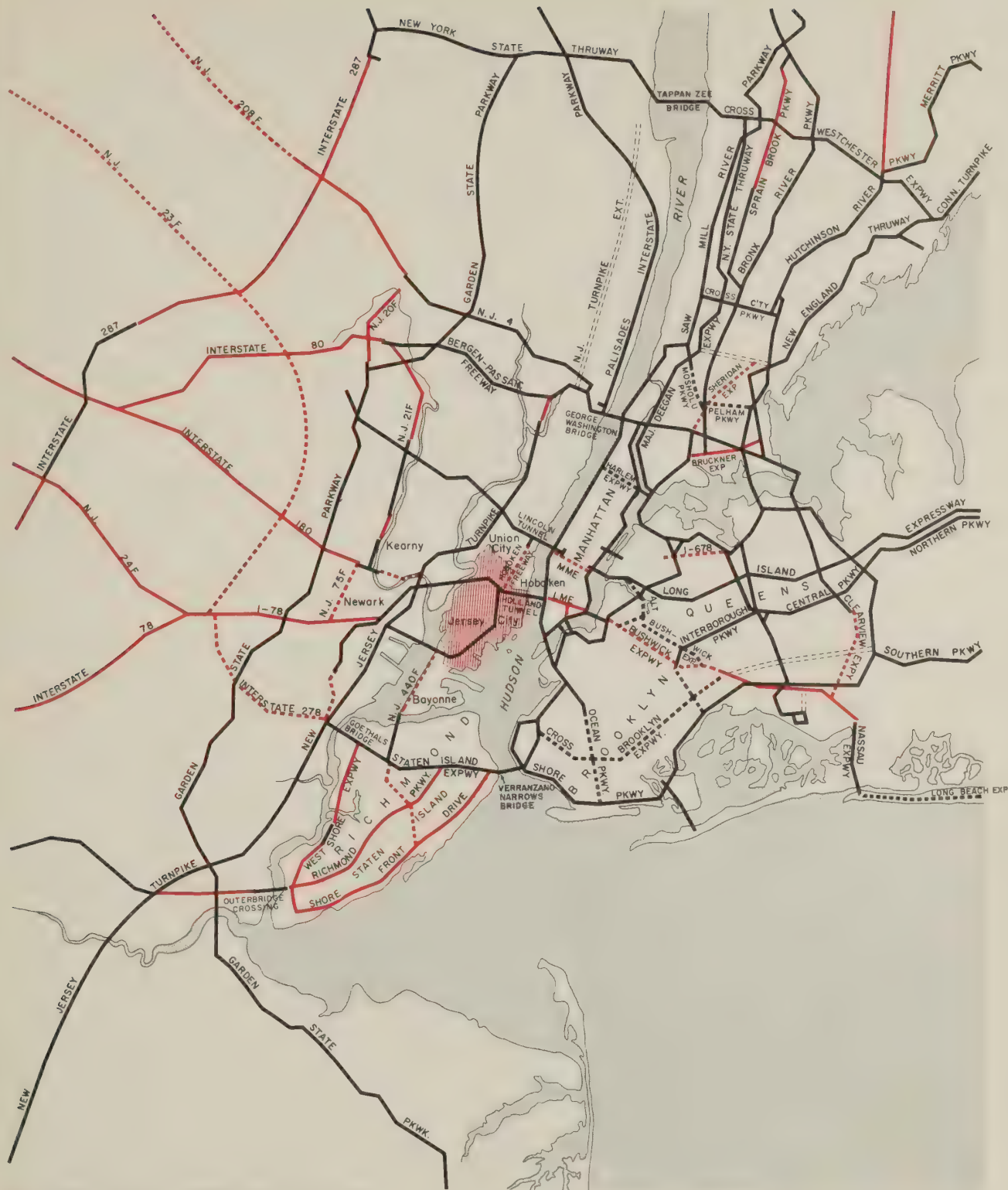
I THE MOVEMENT OF PEOPLE

In 1920, the Committee on the Regional Plan proposed in its plan for the New York region a "Metropolitan Loop" that would connect radial highways about twelve miles from City Hall in Manhattan, improving accessibility to all parts of the region without forcing motorists to drive through the center of the City. The loop was designed to connect the four other boroughs of New York City with New Jersey cities and to provide additional sites for new developments that required accessibility to the crowded core. (See Map: "Regional Highway Network".)

The George Washington, Throg's Neck, Verrazano-Narrows and Goethals Bridges have become major parts of the loop. The system was planned to be completed via the Belt Parkway in Brooklyn and Queens and the Garden State Parkway in New Jersey.

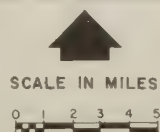
The two major routes that connect Jersey City with other major highways in the New York Metropolitan Region are the New Jersey Turnpike Extension (Route 78), which enters Jersey City along its southern boundary and connects with the Holland Tunnel, and U.S. Routes No. 1 and 9, which enter the City on the Pulaski Highway and connect with the Holland Tunnel via Twelfth and Fourteenth Streets.

Communipaw Avenue, Tonnele Avenue, Route 440, Route 169 and John F. Kennedy Boulevard are secondary routes linking Jersey City to other parts of the region.



- COMPLETED OR UNDER CONSTRUCTION
 - UNDER DESIGN
 - - - PROPOSED BY STATE HIGHWAY AGENCIES
 - - - PROPOSED BY TBTA
 - SUGGESTED BY PNYA OR NJTPA
- SOURCE: PORT OF NEW YORK AUTHORITY & R.P.A.

REGIONAL HIGHWAY NETWORK



CITY OF JERSEY CITY, N.J.
OFFICE OF THE MAYOR
DIVISION OF PLANNING
DATE: JULY, 1965

A study of the "Journey to Work" patterns in Jersey City indicates that approximately 45 percent of all of the trips in the City were related to employment. (See Maps: "Place of Work in Jersey of Jersey City Residents" and "Place of Residence of the Labor Force Employed in Jersey City.")

Although Jersey City is within the core of the New York Metropolitan Region, there is very little participation of the regional labor force in the Jersey City job market. Of the 80,258 jobs recorded in Jersey City, 72 percent (57,808) are held by Jersey City residents, and another 14.6 percent of those employed in the City come from elsewhere in Hudson County. Only 13.4 percent of the labor force in Jersey City comes from outside Hudson County to work in Jersey City.

The analysis of the "Journey-to-Work" patterns of the Jersey City labor force also indicates the small area of the local labor market. Of the 109,011 Jersey City workers, 53 percent work in the City and another 15.6 percent work in the remainder of Hudson County. It is also significant that 15.5 percent of the total labor force in Jersey City work in New York City.

The chart entitled "Trans-Hudson Vehicular Traffic" indicates changing trends in vehicular crossing of the Hudson River since 1930. The Holland Tunnel has been carrying traffic at its maximum capacity since 1955 and is not expected to carry a higher peak load traffic in the future. Lincoln Tunnel traffic increased 27 percent from 23.2 million vehicles in 1957 to more than 29.5 million vehicles in 1962.

REMAINDER OF
HUDSON COUNTY
4892

RE IN
SEY 2818

HOBOKEN
1348

NEW YORK CITY &
NEW YORK 7334

TOTAL JERSEY CITY
57808

TOTAL
89256

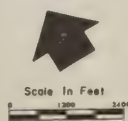
NEWARK & ESSEX
COUNTY 2182

BAYONNE
3876

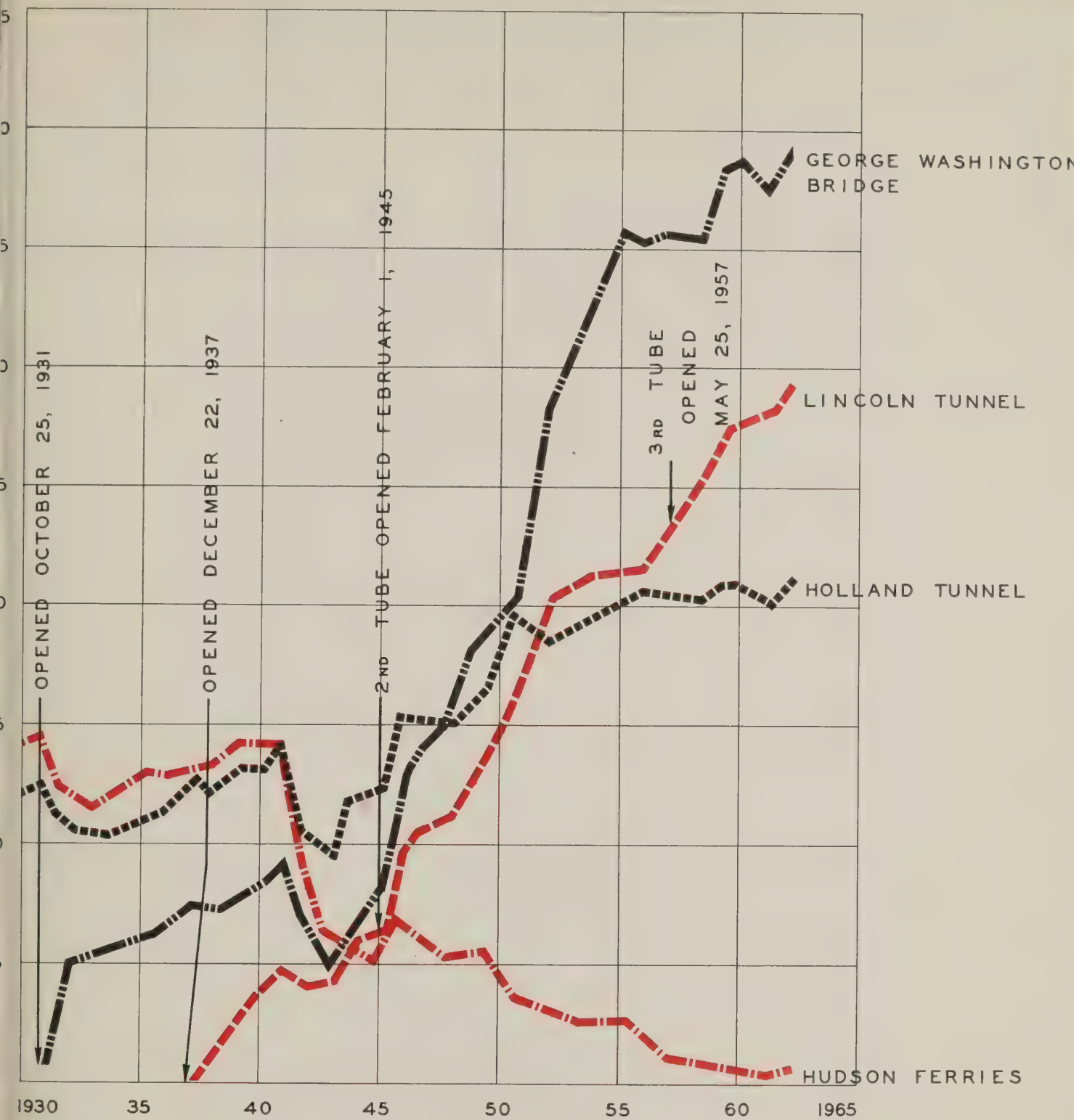
LEGEND (PERSON TRIPS)



PLACE OF RESIDENCE OF LABOR FORCE
EMPLOYED IN JERSEY CITY
(MOVEMENT IN)



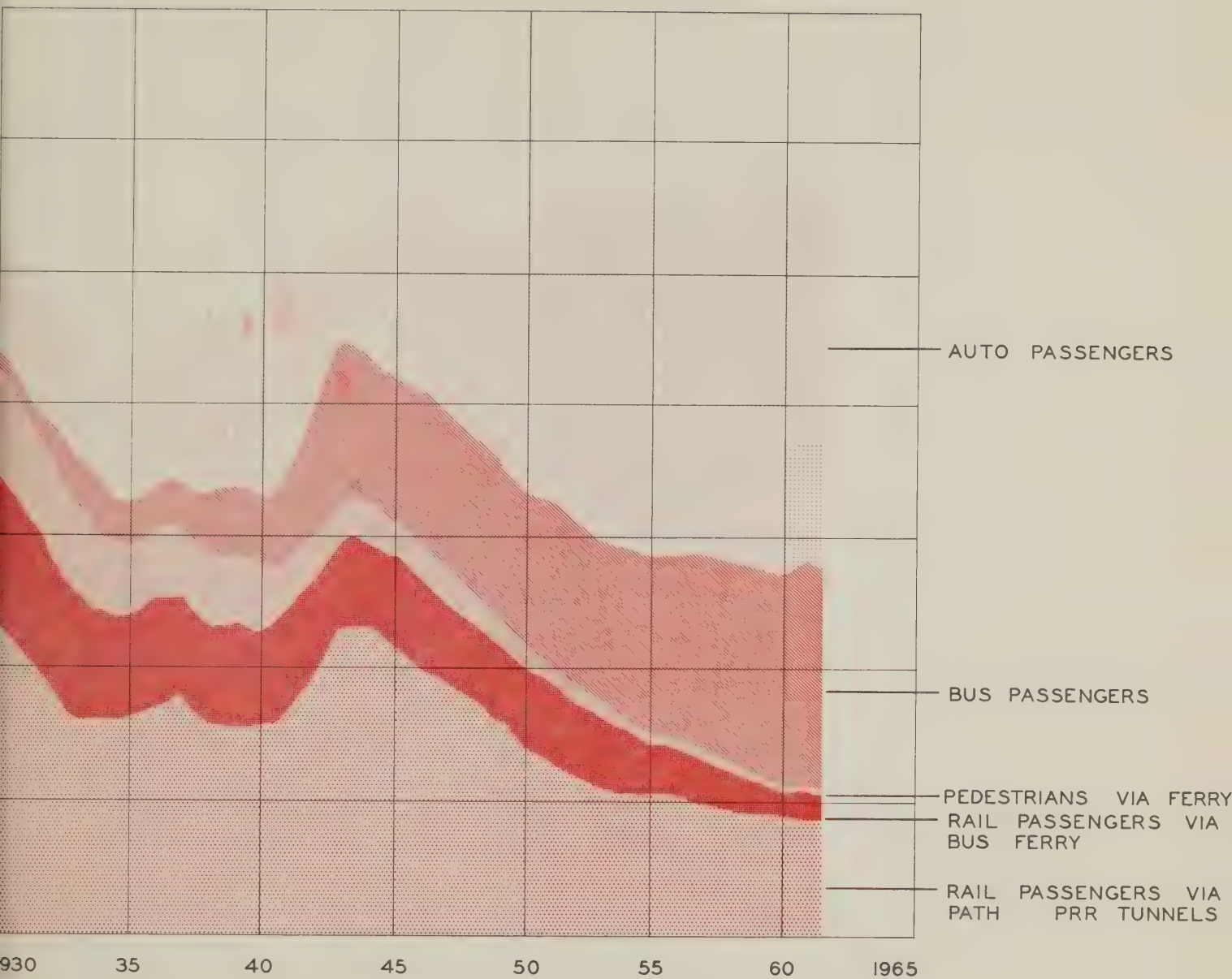
CITY OF JERSEY CITY, N.J.
OFFICE OF THE MAYOR
DIVISION OF PLANNING
DATE: JULY - AUGUST, 1965



SOURCE: PORT OF NEW YORK AUTHORITY

TRANS-HUDSON VEHICULAR TRAFFIC BY FACILITY

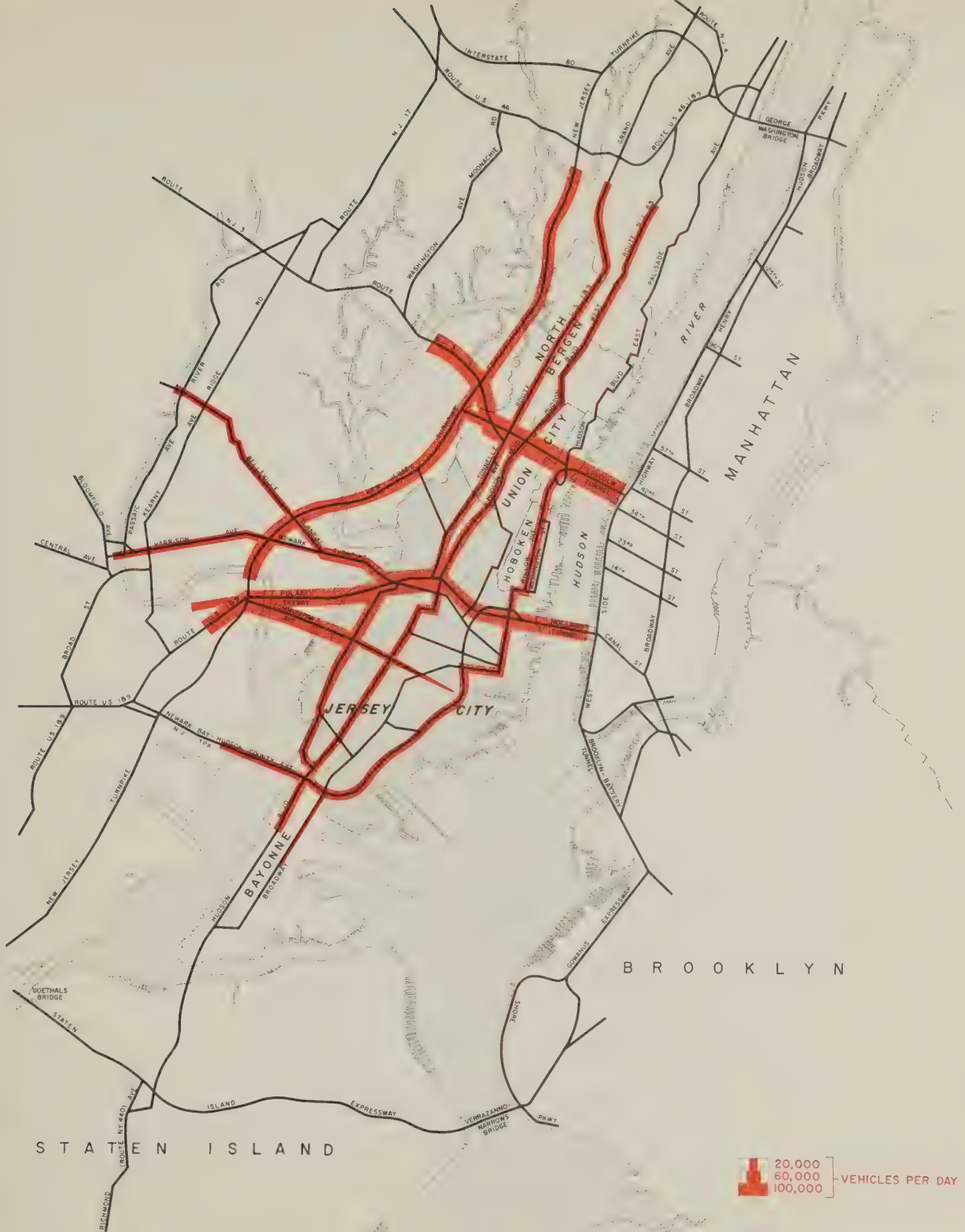
CITY OF JERSEY CITY, N.J.
OFFICE OF THE MAYOR
DIVISION OF PLANNING
DATE: JULY, 1965



SOURCE - PORT OF NEW YORK AUTHORITY

TRANS-HUDSON PASSENGER TRAVEL BY MODE

CITY OF JERSEY CITY, N.J.
OFFICE OF THE MAYOR
DIVISION OF PLANNING
DATE JULY, 1965



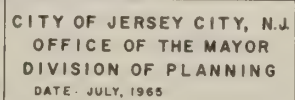
<p>TRAFFIC VOLUMES IN JERSEY CITY AND VICINITY, 1961</p>	<p>SOURCE: NEW JERSEY STATE HIGHWAY DEPT.</p> <p>SCALE IN FEET</p> <p>0 5000</p>	<p>CITY OF JERSEY CITY, N.J. OFFICE OF THE MAYOR DIVISION OF PLANNING DATE: JULY, 1965</p>
--	--	--

The map also indicates that Routes 1 and 9 not only carry the through traffic to the Holland Tunnel and Lincoln Tunnel, but serve as major intra-county arteries. Route 440 performs a similar function, carrying traffic to destinations in Jersey City and other parts of Hudson County.

The average annual daily traffic on Tonnele Avenue ranged from about 43,000 vehicles at the approaches to the Holland and Lincoln Tunnels to about 36,000 vehicles midway between the tunnels. Kennedy Boulevard carried volumes of traffic ranging from 14,000 to 25,000 vehicles per day in 1961. Route 440 recorded daily traffic volumes in 1961 between 18,000 at its intersection with Kennedy Boulevard in Bayonne and the 38,000 at the U.S. 1 truck route. The Bergen Turnpike in North Bergen carried about 25,000 vehicles per day in 1961.

Route 3 is a major access route to the Lincoln Tunnel as well as the major artery for carrying vehicles between Hudson County and communities to the northwest. An estimated 80,000 vehicles enter or leave Hudson County daily on Route 3. Harrison Avenue (Route 508) and the Belleville Turnpike (Route 506) also carry large volumes of traffic between the Holland Tunnel and Hudson County and the western part of the Metropolitan area. These two arteries carry a total of about 30,000 vehicles a day.

The map entitled "Major Traffic Arteries-Jersey City and Vicinity" shows the major routes on which most inter-city and regional traffic is carried.



B. BUS TRANSPORTATION

Journal Square is the major passenger transfer point in Jersey City and Hudson County. A survey of bus activity at Journal Square was undertaken jointly by the City of Jersey City and the Port of New York Authority in 1962 to provide information on existing bus movement and bus passengers travel patterns in the Journal Square area -- the origin, destination and purpose of passenger trips by bus to, through and from Journal Square on the bus lines which use the area as a terminal or stopping point.

Of the twelve bus companies that provide service into Journal Square, two types of bus movement predominate -- those which use Journal Square as a termination of their route, and those which use the Square as a major stop enroute across Jersey City and Hudson County. There are 28 separate bus routes servicing the Square; 19 are terminal routes, and nine pick-up and discharge passengers while passing through the Square.

Of the 2,400 buses that depart from Journal Square on an average day, 1,250 use the Square only as a stopping point on a route through the Square, 1,150 start and complete their trips at Journal Square.

The survey showed a total of 69,000 daily passenger movements arriving, departing or passing through Journal Square. This includes some 27,000 arrivals, 27,000 departures and 15,000 through passengers.

Of the 27,000 passengers boarding buses at Journal Square during the survey period, almost 18,000 or about two-thirds transferred from other buses, from the PATH system, or from automobiles. Of these passengers, it is estimated that 9,300 arrive at Journal Square by PATH, 7,000 transfer from one bus line to another, and 1,600 arrive at Journal Square by automobile.

About 9,000 or one-third of all the bus passengers originated their trips in the Journal Square area.

Most of the bus passengers patronizing Journal Square were making local trips. Over 19,000 or 70 percent of the bus passengers were traveling to points within Jersey City, a maximum distance of four miles. Over 90 percent of the patrons leaving the Square had destinations within Hudson County.

The predominance of local trips emphasizes the importance of Journal Square as a focal point and distribution center for Jersey City's transportation system. About 35 percent of Journal Square's daily bus riders are also patrons of the PATH system.

These findings are shown on the maps entitled "Destination of Bus Passengers Leaving Journal Square on an Average Weekday" and "Purpose of the Trip by Destination of Bus Passengers Leaving Journal Square on an Average Weekday by Percentages".

C. RAILROAD PASSENGER SERVICE

Prior to World War II, Jersey City's extensive rail facilities provided one of the major points of access between New York and other parts of the country. The post-war construction and development of regional highway facilities and the increase in automobile ownership have now made the automobile the major means of travel in the Metropolitan area.

SECAUCUS, N. BERGEN
& GUTTENBERG
1548 - 5.7 %

BERGEN,
PASSAIC
& NORTH
883 - 3.3 %

UNION CITY, WEEHAWKEN
& WEST NEW YORK
1646 - 6.1 %

KEARNY, E. NEWARK
& HARRISON
370 - 1.4 %

HOBOKEN
723 - 2.7 %

EAST OF
HUDSON RIVER
294 - 1.1 %

MARION
1423 - 5.3 %

ESSEX, UNION
& MORRIS
653 - 2.4 %

BERGEN
4646 - 17.2 %

DOWNTOWN
1709 - 6.3 %

LAFAYETTE
171 - 4.2 %

GREENVILLE
5177 - 19.2 %

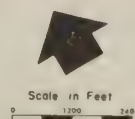
BAYONNE
1385 - 5.1 %

STATEN ISLAND,
MONMOUTH, MIDDLESEX
& SOUTH JERSEY
127 - 0.5 %

SOURCE - PORT OF NEW YORK AUTHORITY

DESTINATION OF BUS PASSENGERS LEAVING
JOURNAL SQUARE ON AN AVERAGE WEEKDAY

TOTAL PASSENGERS
29966 - 100 %

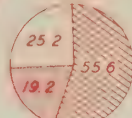
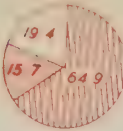


CITY OF JERSEY CITY, N.J.
OFFICE OF THE MAYOR
DIVISION OF PLANNING
DATE: NOVEMBER 1962

SECAUCUS, N. BERGEN
& GUTTENBERG
1548

UNION CITY, WEEHAWKEN
& WEST NEW YORK
1646

BERGEN,
PASSAIC
& NORTH
883



KEARNY, E. NEWARK
& HARRISON
370



HOBOKEN
723



EAST OF
HUDSON RIVER
294



HUDSON CITY
1700

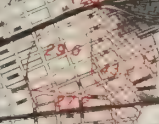


MARION
1423

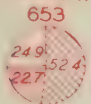


JOURNAL
SQUARE
581

DOWNTOWN
1709



ESSEX, UNION
& MORRIS
653



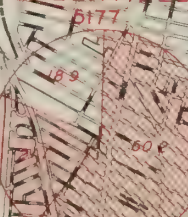
BERGEN
4646



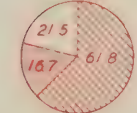
LAFAYETTE
112



GREENVILLE
6177



BAYONNE
1385



STATEN ISLAND,
MONMOUTH, MIDDLESEX
& SOUTH JERSEY
127

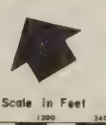


SOURCE - PORT OF NEW YORK AUTHORITY

PURPOSE OF TRIP BY DESTINATION OF BUS
PASSENGERS LEAVING JOURNAL SQUARE ON
AN AVERAGE WEEKDAY BY PERCENTAGES

TOTAL PASSENGERS
29,966

OTHER WORK
SHOP



CITY OF JERSEY CITY, N.J.
OFFICE OF THE MAYOR
DIVISION OF PLANNING
DATE: NOVEMBER 1962

II THE MOVEMENT OF GOODS

The movement of goods into, around and through Jersey City is an important part of the City's economy as well as a major source of congestion and nuisances. A wide variety of goods is transported by truck, rail and water, utilizing the City streets and highways, railroads, warehouses and shipping terminals.

Old lines of travel are still being used that are no longer adequate for today's changing needs. The major transportation routes exert considerable influence upon how the City's land is being used and the direction and type of new development. This aspect of transportation movements is described in the following studies:

- A. CHANNELS OF MOVEMENT -- The physical facilities used for the movement of goods and materials, including streets, rail and water, and the facilities used for storage, transfer, loading and unloading.
- B. ORIGIN AND DESTINATION OF TRIPS -- The relationships of a particular trip to Jersey City and three patterns of movements within, into, out of, or through the City:
 - 1. Through movements
 - 2. Movement between Jersey City and region
 - 3. Local movements

C. ESTABLISHMENTS AT ORIGIN OR DESTINATION OF TRIP -- The relationships and inter-relationship of the following:

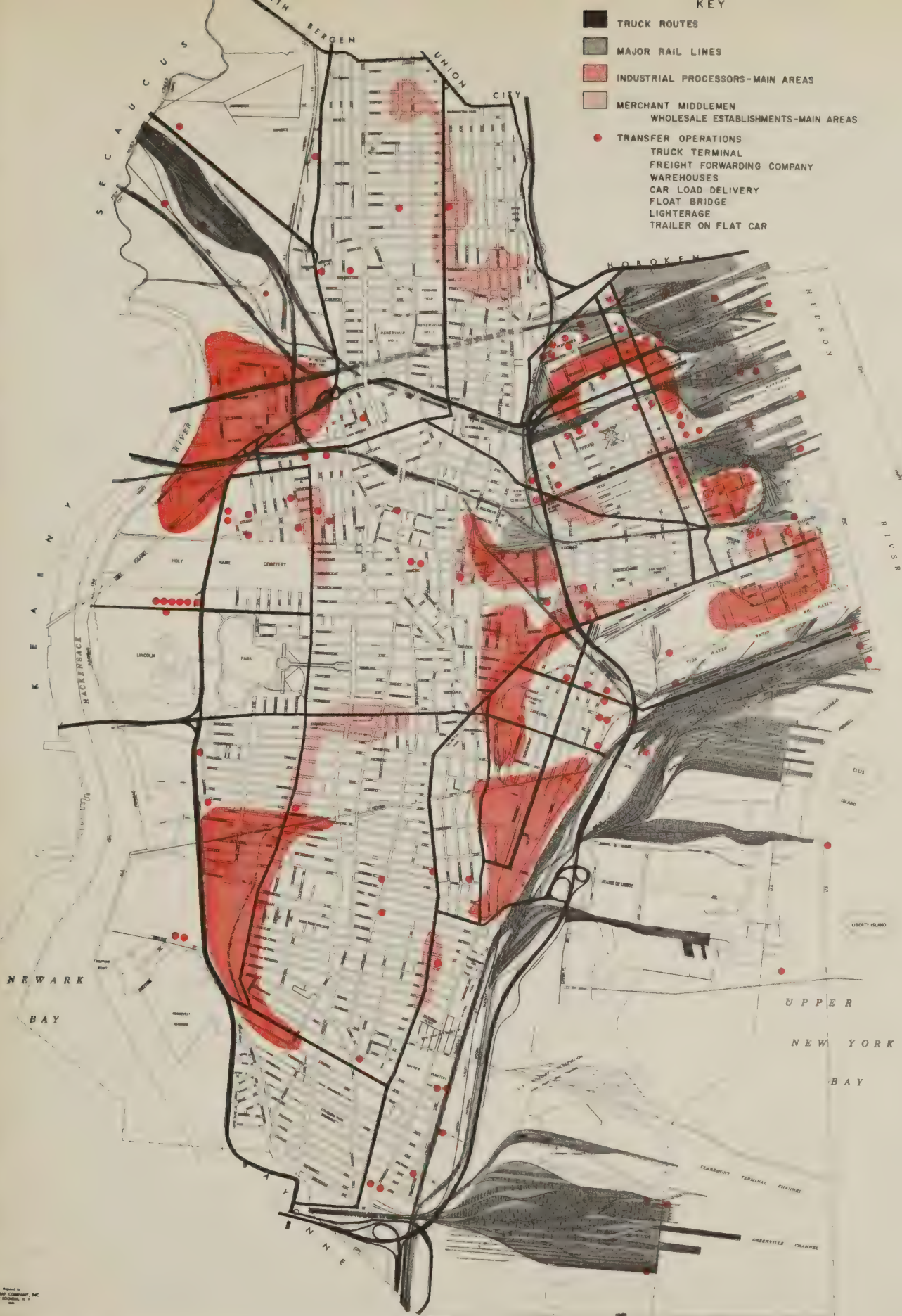
1. Transfer operations
2. Industrial processors and packagers
3. Merchant middlemen

A. CHANNELS OF MOVEMENT

The primary channels of movement are the streets and highways. All other components of the transportation system must be viewed in terms of how they complement and relate to the principal traffic arteries of the City. This situation is typical of the modern urban area where truck transit has become the primary means of handling goods and has significantly replaced both rail and water transportation.

The map entitled "Established Activity and Channels of Movement" shows the principal truck routes in Jersey City. Route 440, U.S. 1 and 9, and the New Jersey Turnpike Extension are primary through routes, and the other routes serve most of the local traffic.

The map indicates the other channels of movement - rail and water facilities and those facilities used for storage and transfer of goods and materials -- and shows how the location of storage and transfer facilities is directly related to accessibility to the various components of the movement system. Clusters of storage and transfer activity are concentrated in Downtown, whereas transfer operations tend to be located along Route 440.



ESTABLISHMENT ACTIVITY & CHANNELS OF MOVEMENT



CITY OF JERSEY CITY, N.J.
OFFICE OF THE MAYOR
DIVISION OF PLANNING
DATE :

This pattern is largely the result of a combination of historic factors. Storage and transfer activities were developed in Downtown in response to the Nineteenth Century dependence upon water and rail facilities along the waterfront.

The prevalence of "cold-storage" warehouses was clearly related to the Washington Street meat, fruit and vegetable markets in Lower Manhattan. Items were kept in cold storage in Jersey City until they were required in the market or trans-shipment was available.

Similarly, a live stock yard was located at the Pennsylvania Railroad Pavonia yards. The demise of that operation as well as the present under-utilization of the "cold-storage" activities are due to the same causes. The rise of rapid truck transit, the development of refrigerated trucks, the construction of the Lincoln and Holland Tunnels and the development of the Hunts Point distribution center in the Bronx all contributed to the decline of warehousing and terminals in the Downtown area.

This does not mean that warehouses and terminals have no future in the Downtown area; the change does signify, however, the decline of a dominant activity in the City. Future studies will be required to evaluate the market potential and to determine the need for these and other types of storage and transfer activities.

Harborside Terminal has been successful and continues to thrive because of its comprehensive facilities and services and an excellent location opposite lower Manhattan. Harborside has integrated all aspects of the movement process into one location. It is the only terminal on the

New Jersey side of the harbor which has direct access to deep water piers, rail siding, truck access, and cold storage facilities.

Now that long-haul truck transit is clearly established as a principal carrier of goods, new terminal and transfer facilities have been located along Route 440 in response to the need for accessibility to the New York Metropolitan Area.

Waterways are another important part of transportation network. This includes the deep water channel, the pier and docking facilities, and a variety of access routes and storage places serving the marine activity.

Jersey City's marine frontage from the Tidewater Basin north to Hoboken is among the finest in the New York Metropolitan Region. Shoreline space is generally adequate; sub-soil and foundation conditions permit development at reasonable cost; rail access is well developed; the deep water channel is readily available and kept dredged to operable limits; and major centers of freight generation and consumption are in close proximity.

The transportation system includes three types of freight movement.

1. Domestic freight originating or terminating in the New York Region via rail.
2. Freight moving through New York via rail, originating and terminating elsewhere.
3. Export-import via the Port of New York with prior or subsequent rail movement.

All these movements involve through freight trains that either originate or terminate at classification yards located along the periphery of the harbor area. There, individual freight cars are selected and classified for specific destinations, such as local freight sidings or the docks. Most of these movements require marine transfer by either carfloating or lighterage.

Carfloating involves the loading of freight cars directly onto a barge or float. The freight car is placed on the float at special installations called "floatbridges" that can be adjusted to tidal variations. Each railroad maintains its own "floatbridge" facility at classification yards.

Two types of carfloating activity are used -- station floating and interchange floating. A station float includes a platform for the loading and unloading of the freight cars. Interchange floats are used to transfer freight cars for trans-shipment to other points in the harbor. These interchange floats service both through and domestic freight. In 1962, interchange floating involved the movement of 653,510 cars and consisted principally of traffic moving between the truck lines and points in New England or on Long Island.* In spite of this, interchange movement both in the entire New York Port and along the Jersey City Waterfront showed a 23 percent decrease in freight tonnage between 1949 and 1959.**

*Study of Consolidated Railroad Marine and Lighterage for New York Harbor, Tri-State Transportation Committee, July 1944, p.22

**Waterfront Development - A Planning Approach, Jersey City Division of Planning, 1964, p.10.

Lighterage floats transfer goods between freight cars and trucks at dockside to deep-water vessels for subsequent trans-shipment.

Each railroad maintains lighterage facilities at a classification yard. Of the 11 stations located in the Port of New York, six are in Jersey City, two in Weehawken, and one in Hoboken. These facilities serve as focal points in the rail handling of freight in the Port. The railroads are able to serve the entire Port area with extreme flexibility by means of the carfloat terminals and the switching facilities in their classification yards.

"Beltline No.13" is another part of the interchange system along the New Jersey waterfront. This is a rail line that runs between Edgewater and Bayonne which permits an interchange between all railroads in the City. Ownership is shared by the Lehigh Valley, the New York Central, and the New York, Susquehanna and Western Railroads.

Although rail interchange is physically possible between all rail and marine terminal facilities, lighterage and carfloats still carry the bulk of freight, primarily because of the differential rate structure that the railroads maintain to support their competitive position. Consequently, service facilities are duplicated and carfloat and lighterage transfers are still used, even though they are slower.

B. ORIGIN AND DESTINATION OF TRIPS

Three distinct patterns for the movement of goods are discernable in Jersey City. Each has a different impact on the local environment and is classified as follows:

1. Goods that move through the City without stopping;
2. Goods that have origins or destinations in Jersey City or are transferred to other modes of transportation for transshipment elsewhere; and
3. Goods that have both origins and destinations in Jersey City.

1. Through Movements

Through movement generally consists of truck trips between Manhattan, Brooklyn and Long Island and points west and south of Jersey City. These trips occur along two principal routes entering the Holland Tunnel -- the New Jersey Turnpike and the Communipaw Avenue Bridge across Newark Bay to Route 440 and the Holland Tunnel.

Approximately 20,000 trucks and trailers pass through the Holland Tunnel on an average day. Of these, 6,200 (31 percent) have their origin or destination in the southern part of Hudson County -- Jersey City, Bayonne and Kearny. The remaining 13,300 truck trips are between Manhattan south of 59th Street or Brooklyn on the east and Essex and Union Counties on the west.

Essex County accounts for approximately 3,900 trucks and trailers (19.5 percent), and Union County 1,450 trucks and trailers (7.25 percent). Hudson, Essex and Union Counties together provide the origin or destination for almost 58 percent of the total truck traffic that passes through the Holland Tunnel.

The tunnel traffic is primarily oriented to destinations in the northern, central and southern parts of New Jersey. Northern movements to Bergen, Passaic, Rockland and Orange Counties in New York State and to the northern part of Hudson County account for 3,150 (16.2 percent) truck trips. Central movements to Morris and Essex Counties account for 4,050 trips (20 percent). Southern movements to and from Staten Island, N.Y., and Union, Somerset, Middlesex and the remaining New Jersey counties, and to other States account for 6,000 (30.0 percent) truck trips.

The northern movements extend into Hoboken and along Tonnele Avenue. The central movements focus on the Communipaw Avenue Bridge, with some truck trips across the Newark Avenue Bridge. The southern movements are divided between the New Jersey Turnpike and the Communipaw Avenue Bridge.

The heaviest volumes occur where all these movements coincide between the Holland Tunnel and the Tonnele Circle. The segment between the mouth of the Holland Tunnel and the junction with the New Jersey Turnpike Extension bears the greatest load - approximately 10,300 trucks per day.

Although these routes create many traffic problems, Jersey City is fortunate because most of its through traffic is restricted to peripheral arterials, being dispersed along Routes 440, U.S. 1 and 9, New Jersey Turnpike Extension and the approaches to the Holland Tunnel. These routes function as major links in a regional highway system.

Local traffic does not utilize these major routes extensively and is therefore not adversely affected by whatever congestion that occurs along them, except in the vicinity of the Holland Tunnel and along Route 440.

2. Movement Between Jersey City and the Region

Trips which either originate or terminate in Jersey City constitute the most important truck movements in the City because of the commercial relationship between Jersey City and the New York Metropolitan region. These are of principal interest because they are an important part of Jersey City's economy.

The map entitled "Establishment Activity and Channel Movement" indicates the close relationship between major truck routes, storage facilities, wholesale establishments and pier facilities.

Downtown is the location of the first commercial development in Jersey City and is still a major distribution center where much of the City's storage and transfer facilities are located. The western part of the City has also attracted warehousing facilities in recent years.

Truck routes are generally oriented in a north-south direction, primarily because of dependence on the New York market and the spacing of river crossings. Topographical conditions also have encouraged the north-south orientation of truck routes and commercial establishments.

Jersey City lacks an adequate system of east-west truck routes. Except for Communipaw Avenue, which is currently overloaded and burdened with a variety of traffic problems, there is no east-west route that provides efficient and direct access between the commercial and industrial establishment in the Downtown and Lafayette communities and those located west of the Hackensack River. Trucks are forced into residential neighborhoods or through Journal Square in order to avoid Communipaw Avenue; in either event, they are a disruptive factor.

Newark Avenue provides access between Downtown, Journal Square and the northern communities and duplicates the route of the depressed State Highway. However, Newark Avenue served local traffic, whereas the depressed State Highway functions almost entirely as a through route.

3. Local Movements

Truck movements with both origins and destinations in Jersey City are numerous; they are also difficult to evaluate in terms of direction, intensity and focus.

Although points of origin can be identified as conterminous with the location of commercial and industrial establishments, the destination, means of shipment and route are not always clear because Jersey City primarily is not a self-contained community -- it is only one part of the Metropolitan complex.

There is still a substantial movement of goods and materials in the local market of Jersey City, particularly those commercial movements between wholesale and retail establishments. Since Jersey City's wholesale trade area is predominantly within the City, most of this distribution activity occurs between the wholesale centers and the seven commercial areas located throughout the City.

Wholesale establishments tend to use small and medium-sized trucks for pick-up and delivery. These trucks do not follow the major through truck routes and their movements tend to be diffused throughout the urban area.

At the same time, these establishments receive goods and materials via trailer trucks and other heavy vehicles that are restricted to major truck routes.

Wholesale establishments are widely scattered throughout the City, although concentrated along major truck routes. In general, their location describes a wide swath extending from the Downtown area and along Communipaw Avenue to Route 440.

The only exception to this pattern is a substantial diffusion of wholesale activity in the Hudson County community. While these locations are not directly accessible to major truck routes, they are closer to geographic centers of the Hudson County trade area.

Another important characteristic of the location of wholesale activities in Jersey City is a general lack of access to rail sidings, which necessitates a reliance on over-the-road truck transit. Trucks minimize transportation costs only when distributing high-value, low-weight for short distances; this is characteristic of the type of goods and materials carried by the wholesale establishments in the City.

C. ESTABLISHMENTS AT ORIGIN OR DESTINATION OF TRIPS

The nature of the establishment at the beginning or end of a trip completes the three-part analysis. In the previous two sections the paths and volumes of commercial trips were discussed. This section is concerned with identifying the purposes of these trips in the following manner:

1. Transfer Operations

Goods and materials are transferred from one mode of transportation to another for trans-shipment. These transfers are part of an extensive transportation complex which is supported by related activities. Most of this activity is found at two well defined transfer centers: the Downtown area and the Route 440-Tonnele Circle complex.

Downtown Jersey City has a strong transportation complex with excellent connections between truck, rail and ship activities. These are generally located east of Henderson Street and adjacent to the Holland Tunnel and its approaches. A variety of storage, warehouse and wholesale activities has developed as a comprehensive system of transportation services.

The other important complex -- along Route 440 and adjacent to the Tonnele Circle -- primarily provides over-the-road truck services. Its strength lies in direct accessibility to the regional highway network.

Other transportation centers adjoin the rail classification yards; i.e., the Pennsylvania's Greenville Yards, the Jersey Central and Lehigh Valley Yards along the waterfront, and the Erie-Lackawanna Yards in the Meadows. These have not developed independently but are ancillary to operations at each rail yard. The Lafayette Industrial area adjoining the Lehigh Valley and Jersey Central freight operations is more comprehensive than the Greenville or Meadows centers and accommodates a variety of service activities. It is not as complete as the Downtown complex and has a less direct access to the regional highway network.

The heavy trucks that are forced on Communipaw Avenue, Grand and Henderson Streets create penalties to the shipper in loss of time and convenience, and disrupt the flow of local traffic and congestion of the local streets.

2. Industrial Processors and Packagers

Goods and materials are transferred by industrial processors and packagers. Materials are received in one form, converted to another, and then shipped to markets. The type of commodity, weight-value ratios, source of materials and location of market, all determine the appropriate mode of transportation that will be used.

Industries with national market orientation and low value products (less than 50¢ per pound) and medium value products (50¢-\$1.99 per pound) are generally located in the New Jersey part of the Metropolitan Region. The counties east of Manhattan attract the high value group (\$2.00 and more per pound).

In 1955, the Region's nine New Jersey counties (Bergen, Essex, Hudson, Middlesex, Monmouth, Morris, Passaic, Somerset and Union), containing 26 percent of the Region's population and 33 percent of its manufacturing employment, received 60 percent of the 48 million tons of rail freight that was shipped into the Region. Conversely, of the 14 million tons of freight shipped out of the Region by rail, 65 percent originated in these New Jersey counties.

Rail revenues per ton of freight originating in these nine counties were below the comparable hauls for the remainder of the Region. These differences show that New Jersey freight is generally less valuable than the freight which originates across the Harbor in New York City.

Industrial establishments continue to rely on long haul freight movements. The determination by a manufacture as to the most efficient means to ship or receive material is made by an evaluation of terminal and line costs. For each mode of travel the line haul costs are proportional to distance, whereas terminal costs are fixed.

Terminal costs are highest for water, followed by rail, and truck; line haul costs are in the reverse order. Low terminal trucking costs with speedy door-to-door delivery have contributed to the substantial growth of the trucking industry. Rail movements, on the other hand, are still superior for trips of over 1,000 miles in length. By combining the advantages of both, the railroads have recaptured some traffic with "piggyback" freight, either by placing both the truck and tractor on a flat car, or by shipping only the container section.

Downtown firms have sought to maximize their accessibility both to harbor facilities and the major rail terminals. Firms in the Tonnele Circle area and along Route 440 have convenient access to both a major highway network and rail lines. Rail access appears to be of major significance for those activities in the Lafayette Industrial Area; although there is a reliance on a large volume of trucking, convenience to the regional highway network apparently is not significant.

3. Merchant Middlemen

Goods and materials are received by merchant middleman for storage and eventual re-shipment. The merchant middlemen (generally wholesalers, retailers and manufacturers with stocks) receive the product in bulk and break it down into smaller units for re-shipment. The wholesaler receives the goods and materials by long-haul truck or carload rail freight and stocks them pending orders for shipment to local distributors such as retail establishments.

The interaction between these three activities -- transfer operations, industrial processors, and merchant middlemen -- with the truck routes and major rail lines can be seen clearly on the map entitled "Establishment Activity and Channels of Movement." The map delineates these three activities according to their relationship to transportation patterns. Transfer operations are dependent on the major transportation arteries; industrial processors and packagers are situated along the periphery of the City where they are directly accessible to various modes of transportation and have room for both expansion and maneuverability; and finally, merchant middlemen are located on sites both close to their local markets and accessible to the regional highway network.

III PROBLEM IDENTIFICATION

1. Increased traffic volumes along major arteries adversely affect safety, flow of traffic and economy, cause noise, and result in general inconvenience. This is largely the result of the rapid growth of trucking between New York City, the Metropolitan Region and other parts of the nation.

2. The major highway system including the Pulaski Skyway, the State Depressed Highway to the Holland Tunnel, Route 440 and Tonnele Avenue was constructed more than 30 years ago and is no longer adequate to serve increased transportation demands. Intensifying this problem along Route 440 are extensive residential development in Country Village and other parts of Greenville; considerable strip commercial development, including a shopping center at the busy Communipaw Avenue intersection; and the complex of public service facilities, including the Central Maintenance Facility and Garage and Incinerator and Sewer Authority Plants.

3. Local streets are used extensively by truck and automobile traffic which has neither origin nor destination in Jersey City.

4. The lack of access to vacant land in the Hackensack Meadows and along the Hudson River restricts the development potential of these land reserves.

5. The lack of sufficiently controlled access along major highways such as Communipaw Avenue, Tonnele Avenue and Route 440 creates hazards and congestion. The intersection of Communipaw Avenue and Route 440 is especially overcrowded with a mixture of shopping center traffic, extensive truck traffic and a high volume of through traffic. The Tonnele Circle complex

is severly congested and creates a major trouble spot at the Holland Tunnel entrance, a major gateway to New York City.

6. Local truck traffic has inadequate access to the regional highway network; east-west truck routes are inadequate, and trucks are forced to use local streets that are already too narrow and overcrowded. Congestion is particularly bad on Communipaw Avenue, Henderson and Grand Streets, and Routes 440, 1 and 9.

7. Truck terminals, particularly those in Downtown Jersey City lack adequate off-street loading facilities and create congestion on local streets.

8. Numerous railroad overpasses have inadequate clearance and cause delays, by-passes on local streets and a disruption in the flow of traffic.

9. Warehousing and storage facilities present special problems in Jersey City, particularly along the waterfront in the Downtown section. The buildings are generally obsolete, under-utilized, and lack adequate off-street loading facilities. They are not concentrated efficiently in one area but are widely scattered along the waterfront. Access is poor and local streets are congested with trucks.

10. Journal Square is a major problem area because of the bad alignment of Kennedy Boulevard, high traffic volumes, extensive bus loadings on the street, and the lack of adequate separation of through and local traffic.

11. The "Five Corners" intersection, a short distance north of the Square, is particularly bad because of the intersection of five streets, poor sight distances, and poor traffic channelization.

12. Henderson Street is particularly congested because of a narrow roadway, restricted railroad overpasses with low clearance, and an excessive volume of auto and truck traffic.

13. Ocean Avenue creates a bottleneck for truck traffic between Jersey City and Bayonne because of the lack of a continuous route and the existence of a series of sharp turns. A new connection is required between Garfield and Ocean Avenues to provide a better alignment. Such an improvement also is needed in the Lafayette Industrial Area to provide better access to Bayonne and the Holland Tunnel.

14. East-west connector routes are inadequate both in Journal Square and Greenville.

15. Newark Avenue is inadequate as a connector route between the Downtown area and Journal Square because of poor alignment, narrow roadway, numerous intersections and overcrowding.

16. The southern section of Route 440 is used extensively by local traffic because of an inadequate street pattern in Greenville.

17. Existing private bus routes are uncoordinated; routes are frequently duplicated, and the lack of a coordinated transfer system prevents convenient travel around the City.

18. Certain sections of the City are poorly served by existing bus routes, particularly parts of Hudson, Marion and Downtown. Some of the new industrial centers are not served by bus routes.

19. Journal Square lacks adequate bus terminal facilities and is congested with buses and auto traffic.

20. Although the PATH system affords excellent east-west transportation to Newark and Manhattan for Jersey City residents, north-south rapid transit travel through Hudson County and travel around the City does not exist. An extended rapid transit system is needed to improve the movement of people within the region. Station improvements also are required, especially at Journal Square, Grove Street and Exchange Place.

21. The future use of railroad property in Jersey City is in doubt because of the rapid changes that are taking place in transportation in the Metropolitan region. Railroad activities are scattered along the waterfront in a random pattern, and numerous vacant landlocked parcels exist; a substantial amount of railroad land is vacant or under-utilized; duplication of services and facilities are wasteful of land; facilities and buildings are obsolete and in a state of physical disrepair; and excessive trucking traffic is dispersed along the waterfront with poor access and intensive use of local streets.

22. In addition, the decline in railroad revenues has created an unstable municipal tax base. Foreclosure of tax delinquent parcels by the City has created a reservoir of unusable parcels of vacant land.

THE CITY OF JERSEY CITY

Thomas J. Whelan
Mayor

John F. Moriarty
Business Administrator

THE MUNICIPAL COUNCIL

Hon. Thomas M. Flaherty, President
Hon. Evelyn Holender
Hon. Stephen J. Kopycinski
Hon. Thomas McGovern
Hon. John J. Kelaher
Hon. Anthony L. Altomonte
Hon. Thomas Maresca
Hon. Anthony P. Peduto
Hon. Fred Martin

THE PLANNING BOARD

Hon. William George, Chairman
Hon. Lawrence Altomonte, Vice Chairman
Hon. Guido Trisolini, Vice Chairman
Hon. S.J. Charles Inzinna
Hon. Anthony Natelli
Hon. Hirsh Schpoont
Hon. Lawrence J. Camisa, Director of Finance
Hon. Thomas M. Flaherty, Councilman
Hon. Thomas J. Whelan, Mayor

THE DIVISION OF PLANNING

Sidney L. Willis, Director of Planning
Robert G. Emerson, Assistant Director
H. Michael Abeloff, Chief of Comprehensive Planning
Harold Weber, Chief of Development Programming
Edwin Finder, Chief of Planning Controls
Stephen F. Needham, Jr., Public Information Officer
Gregory Donohue, Senior Planning Draftsman
Kenneth Buyyounouski, Senior Planning Draftsman
Jean D. Miller, Principal Clerk Stenographer
Angela Ruggiero, Senior Clerk Typist
Angela Lanni, Clerk Typist
Helen Sawetz, Clerk Typist

NOTE: Jittu Bhatnager was Chief of Comprehensive Planning until October 1965, and had the responsibility for the preparation of the Master Plan technical reports. Subsequently, H. Michael Abeloff assumed responsibility for the preparation of these reports.





public facilities

COMPREHENSIVE PLANNING PROGRAM

REPORT # 3

OF JERSEY CITY/OFFICE OF THE MAYOR/DIVISION OF PLANNING

1965

THOMAS J. WHELAN
Mayor

JOHN F. MORIARTY
Business Administrator

DEVELOPMENT STAFF

Sidney L. Willis
Planning Director

Charles C. Nathanson
Executive Director
Redevelopment Agency

Alvin E. Gershen
Consultant

PUBLIC FACILITIES

A report prepared by the Division of Planning analyzing some of the basic public facilities which the City provides, identifying their problems, and setting forth a framework for co-ordinating programs of improvements and of building new facilities with programs of development and re-development.

July 1966

TABLE OF CONTENTS

	PAGE
INTRODUCTION	i
I Public Schools	2
A. Adequacy of Facilities	2
B. Problem Identification	8
C. Projected School Needs	9
II Parks and Playgrounds.....	13
A. Evaluation of Recreation Facilities	14
B. Problem Identification.....	18
III Public Library System	
A. Description of Facilities	19
B. Problem Identification	19
IV Fire Protection	
A. Description of Facilities	22
B. Problem Identification.....	23
V Police Protection	
A. Description of Facilities	25
B. Problem Identification.....	26
VI Sewerage	
A. Description of Facilities	28
B. Problem Identification.....	30
VII Water	
A. Description of System	32
B. Problem Identification.....	33
VIII Refuse Disposal	34
IX Other Public Buildings	35
A. Medical Center	35
B. Centralized Maintenance and Garage Facility	36
C. City Hall.....	36
X Public Housing	38
XI Parking.....	39

LIST OF MAPS AND TABLES

MAP

FOLLOWING PAGE

School Adequacy and Utilization.....	12
Park and Playground Service Area	18
Fire Department Facilities.....	24
Jersey City Sewer System.....	31

TABLE

PAGE

1. Public School Physical Adequacy and Utilization	4 & 5
2. Classroom Deficiency by School and by Community ,1965	6 & 7
3. Public School Enrollment Projections by Age Level , 1960-1975 ...	9
4. Public School Enrollments , 1960 and 1965	10
5. Classrooms Needed , 1965-1975	10
6. Classroom Needs and Program Changes , 1965 - 1975	11
7. Additional Schools Required , 1965 - 1975	11
8. School Development Costs , 1965 - 1975	8
9. Acres in Parks and Playgrounds , by Community , 1966	15
10. Neighborhood Parks and Playground Needs , 1975.....	17
11. Public Libraries in Jersey City , 1965	20
12. Parking Authority Lots , as of January , 1966	43

INTRODUCTION

This is the third report in the Comprehensive Master Plan technical report series. It describes the major housekeeping and service activities in Jersey City that are associated with public schools, parks and playgrounds, parking facilities, sewer and water systems, refuse disposal, libraries, fire and police facilities, and public buildings.

These facilities and services are analyzed as to how they meet the needs of Jersey City; and the many different problems associated with them are identified.

In many cases, the quality of public facilities influences the decisions of businesses, industries and individual families to locate or remain in a particular community. It is therefore important that a municipal government provide a wide variety of public facilities that are adequate in size and competitive in quality with those of other cities, in order to minimize the exodus of population, business and industry, as well as to attract new business and industrial activity to the community.

The increasing responsibility of municipal government to provide a wider range of basic services and facilities is now recognized and accepted as the only way in which a modern community can adjust to the expanding urbanization that is changing the character of American cities. Failure to do so means stagnation and decline.

I PUBLIC SCHOOLS

The size and composition of Jersey City's school age population is undergoing considerable change as a result of the many social and economic changes that have been taking place both in the City and in the entire New York Metropolitan Region. Between 1950 and 1960, the age groups 5-19 increased by 5,101 persons (9 percent) whereas the total City population decreased by 23,029 persons (-8 percent). During the same period, enrollments in both public and private schools increased by 8,950 persons (20 percent).

Current enrollments in private (largely parochial) schools represent about 40 percent of the total enrollment in elementary and secondary schools in Jersey City. Comparisons between the two school systems are complicated by the number of out-of-city pupils attending local private schools.

Estimates of future enrollments also are complicated by the changing ratios of the two school systems and the many different forces that shape them.

A. Adequacy of Facilities

The adequacy of existing public school facilities has been analyzed according to two indices: the percentage of overcrowding at each school; and a Physical Adequacy Index, based upon an evaluation of age of structures, outdoor play area and amount of other than classroom floor space.

Each school has been classified according to the

score attained for each index. (See Map "School Adequacy and Utilization," and Table 1 "Public School Physical Adequacy and Utilization.")

The increasing school enrollment in Jersey City results from continued high birth rates and the in-migration of new families into Jersey City with a large number of children. This has created extensive enrollment shifts throughout the City, particularly in Downtown, Lafayette, and Greenville. Urban renewal and public housing efforts also are having an impact upon enrollments in individual schools.

The map "School Adequacy and Utilization" indicates that almost all Jersey City schools are overcrowded. There is a concentration of overcrowded schools in Greenville, Bergen, Lafayette and the southern part of the Downtown section. All high school facilities also are overcrowded.

The Physical Adequacy Index does not always correlate directly with the data on operating capacity. An under-utilized school like P.S. 25 may be inadequate physically in terms of age, size of play area and amount of floor area allocated to other than classroom space.

Inadequate schools require replacement; for example, the new Public School 9, and the new Ferris High School in Downtown are replacing physically inadequate structures that are overcrowded.

An estimate of needed classroom facilities was made for each school and neighbor. (See Table 2, "Classroom Deficiency By School and By Community 1965.")

Table 1 - PUBLIC SCHOOL PHYSICAL ADEQUACY AND UTILIZATION

SCHOOL (BY COMMUNITIES)	Adequacy Index Rating*	Percent Utilization**
Elementary Schools:		
GREENVILLE		
P.S. 40.....	Very Good.....	116
P.S. 30.....	Very Good.....	100
P.S. 20.....	Poor.....	144
P.S. 34.....	Good.....	156
P.S. 15.....	Good.....	228
P.S. 38.....	Fair.....	132
P.S. 29.....	Fair.....	168
BERGEN		
P.S. 24.....	Very Good.....	136
P.S. 14.....	Very Good.....	148
P.S. 33.....	Good.....	168
P.S. 12.....	Very Good.....	196
P.S. 18.....	Good.....	116
LAFAYETTE		
P.S. 22.....	Fair.....	120
MARION		
P.S. 39.....	Very Good.....	104
P.S. 17.....	Poor.....	112
P.S. 35.....	Good.....	116
P.S. 23.....	Good.....	104
JOURNAL SQUARE		
P.S. 11.....	Fair.....	128
DOWNTOWN		
P.S. 9.....	Poor.....	160
P.S. 5.....	Fair.....	56
P.S. 3.....	Fair.....	172
P.S. 37.....	Good.....	112
P.S. 2.....	Poor.....	140
P.S. 16.....	Good.....	148
HUDSON		
P.S. 6.....	Very Good.....	104
P.S. 8.....	Good.....	128
P.S. 25.....	Poor.....	88
P.S. 28.....	Fair.....	124
P.S. 27.....	Good.....	132

Table 1 - (cont.)

Schools (By Communities) cont'd	Adequacy Index Rating*	Percent Utilization**
<hr/>		
High Schools:		
GREENVILLE		
Snyder	Fair	156
<hr/>		
BERGEN-LAFAYETTE		
Lincoln	Good	124
<hr/>		
HUDSON-JOURNAL SQUARE-MARION		
Dickinson	Very Good	148
<hr/>		
DOWNTOWN		
Ferris	Poor	120
<hr/>		

Source: The Board of Education of the City of Jersey City. For the purpose of this series of Master Plan reports, Jersey City has been divided into seven major residential areas, or communities: Hudson City, Journal Square, Downtown, Lafayette, Bergen, Greenville, and Marion.

* The Physical Adequacy Index consists of three elements: the ratio of floor area in classrooms to total floor area (an indirect measurement of the amount of space allocated to non-classroom activities such as gymnasiums, lunch rooms and other special activity rooms which contribute to the educational process); the ratio of total outdoor play area to floor area in classrooms (an indicator of the land area available for outdoor activities); and the age of structure.

Standards for each element of the index are based on maximum performance, the standard of 1.4 for classroom floor-space to total floor-space was used, based on the design of the most recent school. The index standard, or best performance, is equal to 100 percent and variations from that are reductions.

** The utilization column indicates the percentage of enrollment capacity at which each school is currently operating. Enrollment of 25 students is considered as standard and is equal to 100 percent.

Table 2 - LASSROOM DEFICIENCY BY SCHOOL AND BY COMMUNITY, 1965

SCHOOLS (By Communities)	Enroll- ment*	Number Of Classrooms	Number Of Class- rooms Needed**	Net Classrooms Needed
<u>Elementary Schools:</u>				
<u>GREENVILLE</u>				
P.S. 40	1061	36	42	6
P.S. 30	815	32	33	1
P.S. 20	904	25	36	11
P.S. 34	1055	27	42	15
P.S. 15	1201	21	48	27
P.S. 38	1053	32	42	10
P.S. 29	1045	20	42	22
Total	7134	193	285	92
<u>BERGEN</u>				
P.S. 24	1266	37	51	14
P.S. 14	995	27	40	13
P.S. 33	421	10	17	7
P.S. 12	830	17	33	16
P.S. 18	291	10	12	2
Total	3802	101	153	52
<u>LAFAYETTE</u>				
P.S. 22	1974	66	79	13
<u>MARION</u>				
P.S. 39	836	32	33	1
P.S. 17	707	25	28	3
P.S. 35	326	11	13	2
P.S. 23	1117	43	45	2
Total	2986	111	119	8
<u>JOURNAL SQUARE</u>				
P.S. 11	783	24	31	7
<u>DOWNTOWN</u>				
P.S. 9***	1275	32	51	19
P.S. 5****	741	52	30	-22
P.S. 3	855	20	34	14
P.S. 37	1227	44	49	5
P.S. 2	495	14	20	6
P.S. 16	633	17	25	8
Total	5226	179	209	30
<u>HUDSON</u>				
P.S. 6	1012	39	41	2
P.S. 8	1218	38	49	11
P.S. 25	852	39	34	- 5
P.S. 28	688	22	28	6
P.S. 27***	652	20	26	6
Total	4422	158	178	20
TOTAL CITY	26327	832	1054	222

Schools (By Communities) Cont'd.

	Enroll- ment	Classrooms	Number Of Class- rooms Needed	Net Classrooms Needed
<u>High Schools:</u>				
GREENVILLE Snyder	3091	80	124	44
BERGEN-LAFAYETTE Lincoln	1635	53	65	12
HUDSON-JOURNAL SQUARE-MARION Dickinson	3117	83	125	42
DOWNTOWN Ferris	1310	44	52	8
TOTAL Jersey City	9153	260	366	106

*Enrollment as of September 20, 1965 - (The Board of Education of Jersey City).

**Based on 25 students per classroom as recommended by the New Jersey State Board of Education.

***P.S.#9 and P.S.#27 are currently being replaced by new buildings.

****P.S.#5 indicates a surplus of classrooms because of the special use of a number of rooms.

Preliminary estimates of needed classroom space were prepared on the basis of a standard of 25 pupils per classroom. This is an optimum standard established by the New Jersey Board of Education. The standard is conditioned by the characteristics of the neighborhood, the type of educational facilities to be provided and the financial ability of the City.

The study indicates a shortage of 222 elementary school classrooms, of which 92 classrooms are needed in Greenville, 52 classrooms in Bergen, and 30 classrooms Downtown. There is also a need for more space for other school uses such as gymnasiums, lunch rooms, special activity rooms, laboratories and play areas.

B. Problem Identification

The problems of the City's public school facilities are related to aging school plants, the lack of a continuing school construction program during the last three decades, an increasing elementary and high school age population, overcrowding, a deficiency in classroom space, a lack of facilities for non-classroom activities, and inadequate space for playgrounds and indoor recreation.

In addition, adjustments to racial problems will place educational demands on the school plant since new buildings and facilities will be required at new locations throughout the City as the result of changing neighborhood characteristics.

Although these physical deficiencies exist throughout the entire Public School System, most of them are concentrated in Greenville, Bergen, Lafayette and Downtown.

Most of Jersey City's school sites are significantly below recommended state standards. The old school sites were developed prior to the establishment of more desirable standards; and high level costs preclude the acquisition of new school sites in intensively developed sections of the City.

C. Projected School Needs

A series of population projections were undertaken for Jersey City for 1960 - 1975. These projections were based on trends experienced between 1950 and 1960. Public school enrollments were then interpolated from these projections.

Table 3. Public School Enrollment Projections by Age Level-1960-1975

<u>Year</u>	<u>5-9</u>	<u>10-14</u>	<u>15-19</u>	<u>Total</u>
1960	12,273	12,197	8,186	32,656
1965	12,535	12,506	9,508	34,549
1970	15,552	13,988	9,885	39,425
1975	16,689	15,529	11,487	43,625

Source: Jersey City Division of Planning Projections, 1963.

Actual reported school enrollments for 1960 and 1965 were:

Table 4. Public School Enrollments, 1960 and 1965

<u>Year</u>	<u>Grade</u>		<u>High School</u>	<u>Total</u>
	<u>Kindergarten</u>	<u>Elementary</u>		
1960	2,597	21,088	9,023	32,708
1965	3,938	22,758	9,501	36,197

Source: U.S. Census; Jersey City, Board of Education

A comparison of these two tables shows that the projections have been fairly accurate for the 15-19 age group but have understated the increase in elementary grades. Nevertheless, since the projections are on the conservative side, they will be used for purposes of estimating minimum school needs.

Table 5. Classrooms Needed, 1965 - 1975

<u>Year</u>	<u>Pupils</u>	<u>Classrooms Needed*</u>	<u>Existing or Programmed Classrooms</u>	<u>Deficiency</u>
	<u>Age 5-14</u>	<u>Elementary School</u>		
1965	26,327	1,053	832	221
1970	29,540	1,182	881	301
1975	32,218	1,289	881	408
	<u>Age 15-19</u>	<u>High School</u>		
1965	9,501	380	260	114
1970	9,885	396	287	109
1975	11,487	459	287	172

*Based on the New Jersey State Board of Education recommended standard of 25 pupils per classroom.

The current school building program which includes replacements for P.S. 9 and 27, a new Ferris High School and a new P.S. will reduce this deficiency.

Table 6. Classroom Needs and Program Changes, 1965-1975

Year	Reported Classroom Deficiencies		Current Program Additions		Current Program Deletions		Net Deficiencies**		Total
	Elem.	H.S.	Elem.	H.S.	Elem.	H.S.	Elem.	H.S.	
1965	221	114	101	71	52	44	172	87	259
1970	301	109	44*	-	-	-	257	109	366
1975	408	172	-	-	-	-	408	172	580

*Proposed conversion of old Ferris High to an Elementary School.

**These deficiencies are cumulative and not needs by year. In other words, new school construction will reduce all projected deficiencies by an equal amount.

These net deficiencies suggest that the following additional schools will be needed.

Table 7. Additional Schools Required, 1965 - 1975

Year	Elementary*	High School**
1965	4	1
1970	2	-
1975	4	1

* Based on an average of 40 classrooms per school.

** Based on an average of 70 classrooms per school.

Assuming an average development cost of \$50,000 per classroom, the following costs would have to be programmed:

Table 8. School Development Costs, 1965 - 1975

<u>Year</u>	<u>Elementary Schools</u>	<u>High Schools</u>	<u>Total Cost</u>
1965	\$ 8,600,000	\$ 4,350,000	\$ 12,950,000
1970	4,250,000	1,100,000	5,350,000
1975	<u>7,550,000</u>	<u>3,150,000</u>	<u>10,700,000</u>
TOTAL	\$20,400,000	\$ 8,600,000	\$ 29,000,000

* Arrived at by applying the \$50,000 cost per classroom to the Net Deficiencies projected in Table 6.

These figures are included to illustrate the scope of the problem that is before Jersey City. With the restrictive debt situation, Jersey City may not be prepared to cope with the magnitude of this problem under traditional methods of school construction and public finance. Consequently, it becomes apparent that the Board of Education and other City officials will have to evaluate new techniques of providing modern, urban education facilities and programs to meet the needs of the expanding school age population of Jersey City.



SCHOOL ADEQUACY AND UTILIZATION



Scale in Feet
0 1,000 2,000

CITY OF JERSEY CITY, N.J.
OFFICE OF THE MAYOR
DIVISION OF PLANNING
DATE: NOVEMBER 1965

II PARKS AND PLAYGROUNDS

Jersey City's existing recreation facilities are maintained by the following jurisdictions: Housing Authority playgrounds; school playgrounds maintained by the Board of Education; County parks administered by the Hudson County Park Commission; school playgrounds and city playgrounds administered by the Division of Recreation; Liberty State Park soon to be administered by the New Jersey Department of Conservation and Economic Development; and Ellis Island National Monument to be administered as part of The Statue of Liberty National Park by the U.S. National Park Service.

The Jersey City Division of Recreation coordinates public recreation activities, provides an adequate recreation program for all age groups in the City, and offers the opportunity for a variety of leisure time activities under the supervision of trained administrators and recreation leaders. Numerous recreation centers are located in the various communities throughout the City and a wide variety of facilities and programs are provided at public and private schools, housing projects and institutions.

The Division maintains a year-round program of indoor and outdoor activities at the recreation centers, public schools and libraries. Most centers contain a minimum of small play areas, sprinklers, and basketball courts. Some of the larger centers provide softball fields and playgrounds. Swimming pools are available at the larger neighborhood centers and at the High Schools.

A large recreation facility is maintained at Roosevelt Stadium. It includes baseball fields, a sports stadium and the headquarters of the Division of Recreation. Hudson County maintains Lincoln Park, an attractive landscaped park with tennis courts, decorative ponds and walks.

A. Evaluation of Recreation Facilities

The evaluation of park and playgrounds reviews the residential area served by each facility and the number of acres of park and playgrounds space per 1000 persons in each community. (See Map: "Park and Playground Service Area," and Table 9: Acres in Park and Playgrounds, by Community, 1966.") The inventory includes all public parks and playgrounds operated and administered by the Division of Recreation, the Board of Education, the Housing Authority, and the Hudson County Park Commission.

Although no community in Jersey City meets desirable recreation standards as to differing types of facilities, acreage, and service areas, some are better served than others.

Service areas of park facilities of less than 1/2 acre were not calculated; service areas of facilities with between 1/2 and 1 acre were assumed to serve a radius of 1/8 mile; larger parks were assumed to serve a radius of 1/4 mile, considered by park and school officials a reasonable walking distance for school children.

TABLE 9 - ACRES IN PARKS AND PLAYGROUNDS, BY COMMUNITY, 1966

Community*	Population	City Parks		School Playgrounds		Public Housing Play-Grounds		County Parks	Total		Acres per 1000 population	%RPA Standard*** (5.6 acres per 1000 population)
		Parks	Elem.	High**	Grounds	Grounds	Grounds		Parks	1000 population		
Hudson City	57,760	23.9	2.7	1.1	0.7	0.7	0.6	7.8	36.2	0.6	11	
Greenville	61,288	18.8	5.5	0.7	8.5	8.5	0.5	-	33.5	0.5	9	
Journal Square	16,776	0.9	0.9	1.1	-	-	0.2	-	2.9	0.2	4	
Marion	23,353	1.6	2.4	1.1	0.9	0.9	1.8	36.0	42.0	1.8	32	
Downtown	46,057	18.7	0.4	0.2	0.8	0.8	0.4	-	20.1	0.4	7	
Lafayette	19,691	7.9	0.2	1.3	2.0	2.0	0.6	-	11.4	0.6	11	
Bergen	51,176	4.6	3.5	1.2	0.6	0.6	1.6	72.0	81.9	1.6	29	
Other (not credited to a particular community)	80.0							174.0	254.0			
TOTAL	276,101	156.4*	15.6	6.7	13.5	13.5	1.7	289.8*	482.0	1.7	30	

*Since City wide or County parks also serve in the immediate area in which they are located, all park areas fronting on residential land and not separated from it by major physical barriers (highways, railroads) have been included in that community's supply of recreational open space. Thus, Roosevelt Park is not included as part of Greenville but is included as part of the City total. On the other hand, that part of Lincoln Park to the east of Route 1 is divided between Bergen (2/3) and Marion (1/3) according to the amount of park bordering each. The City's grand total will include the acreage of City-wide facilities not credited to any one community by the above procedure.

**Where high school serves more than one district, acreage was equally divided among all.

***Standard suggested for cities such as Newark and Queens in The Race for Open Space, Table 11, Regional Plan Association.

****Liberty State Park - to be developed by 1970 . Total area is not included.

Additional small parks and playgrounds are needed in all communities in order to provide a sufficient amount of open space. Jersey City would require an additional open space area of more than 1,000 acres if the Regional Plan Association recommendation of 5.6 acres per 1,000 persons for overall recreation open space were adopted. The present City overall average is 1.7 acres per 1,000.

Of these, 340 acres would be required for small parks and playgrounds, and the remaining 660 acres (2 acres per 1,000) would be required for large parks of more than 50 acres (3.6 acres per 1,000).

It is difficult to provide this additional acreage in built-up areas like Jersey City and still have enough land for other urban developments. It is proposed that a half-standard of 1 acre per 1,000 persons be provided to reduce the deficiency in small park and playground facilities in the City. This seems to be a reasonable compromise between what is desirable and what is attainable.

These facilities should be located in the center of residential neighborhoods and should be distributed in a manner similar to the allocation shown in Table 10 - "Neighborhood Parks and Playground Need -- 1975." Specific locations are not indicated at present and are worked in greater detail on a neighborhood. More definite proposals are to be shown in the actual Comprehensive Master Plan itself.

Table 10 - Neighborhood Parks and Playground Needs - 1975

Community	1975 Population Estimate	Existing* Recreation Space	Parks & ** Playgrounds Need (Acres)	Area Needed (Acres)
Hudson	49,000	28.4	52.0	23.6
Downtown	37,850	20.1	39.7	19.6
Journal Square	14,200	2.9	15.0	12.1
Lafayette	22,800	11.4	21.6	10.2
Marion	23,050	6.0	23.2	17.2
Bergen	51,100	9.9	51.1	41.2
Greenville	67,700	33.5	65.0	31.5
Total	265,700	112.2	267.6	155.4

*Existing recreation space total does not include Roosevelt Park and County Parks or the new Liberty State Park but does include School and Public Housing Park and Playground facilities.

**Need is estimated at 1 acre per thousand population. This is half of the 2 acres per thousand ratio recommended by the Regional Plan Association for small parks and playgrounds for built-up areas like Jersey City.

B. Problem Identification

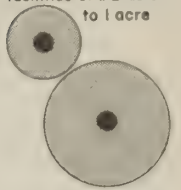
A shortage of open space for parks and playgrounds is characteristic of most urban areas throughout the United States. Jersey City is no exception and has the following deficiencies:

1. A shortage of neighborhood parks and playgrounds to serve the immediate needs of children, youths, teenagers, and the elderly.
2. A shortage of large City-wide recreation areas with facilities to provide for the needs of all age groups and to accommodate the demands of increased leisure time. This is compounded by increasing travel time and distance to large, rural, recreational area away from the City.
3. A shortage of landscaped areas to beautify the residential and commercial parts of the City.

Although there is a shortage of park and playground facilities in all sections of the City, the Downtown, Greenville and Journal Square communities have the largest deficiencies.

SERVICE AREAS

1/8 mile radius for facilities of 1/2 acre to 1 acre



1/4 mile radius for facilities over 1 acre

- LOCAL PARKS & PLAYGROUNDS
- SCHOOL PLAYGROUNDS
- PUBLIC HOUSING PLAYGROUNDS
- ▨ CITY WIDE & COUNTY PARKS
- COMMUNITY BOUNDARIES



PARKS & PLAYGROUND SERVICE AREA



CITY OF JERSEY CITY, N.J.
OFFICE OF THE MAYOR
DIVISION OF PLANNING
DATE: JULY 1965

III PUBLIC LIBRARY SYSTEM

A. Description of Facilities

Jersey City's Library System is the largest in Hudson County and provides a main library, eight branches, four high school libraries and a Fine Arts Library at "Five Corners". The entire system is staffed by 149 full-time and 20 part-time employees.

The age, location, number of volumes, and the circulation of each library is shown in Table 11- "Public Libraries in Jersey City." Financing is derived from a combination of sources, including the City, Board of Education, and State and Federal agencies.

The library system contained approximately 450,750 books and circulated 634,000 books in 1965. This does not include books that are lent to the Accredited Evening High School, the Medical Center, Elementary Schools, and circulated by the Bookmobile.

The library system also lends books to public and parochial schools, shows educational films, answers reference questions, and supports a Bookmobile Service which circulated a total of 66,500 volumes in 1965.

B. Problem Identification

1. The main library is in good physical condition, however, it has the following liabilities:

Library	Location	Age	No. of Volumes	Books Loaned		Total
				Adult	Juvenile	
Main Library	472 Jersey Ave.	1899	303,474	75,363	44,587	119,950
Five Corners Branch (Jo.Sq.)	678 Newark Ave.	1962	13,573	40,971	34,660	75,631
Greenville Branch	1841 Boulevard	1927	21,712	40,078	41,426	81,504
Hudson City Branch	14 Zabriskie St.	1918	17,485	40,682	44,917	85,599
Lafayette Branch	307 Pacific Ave.	(Renovated 1960)*	{**}	9,538	16,502	26,040
Marion Branch	1017 West Side Ave.	*	{20,051**}	9,393	10,942	20,335
Claremont Branch (Greenville)	629 Ocean Ave.	*	{**}	8,991	16,755	25,746
Miller Branch (Downtown)	489 Bergen Ave.	1922	21,376	41,659	30,942	72,601
Pavonia Branch (Downtown)	231 Pavonia Ave.	1924	16,498	17,600	21,804	39,404
Dickinson High School	-	-	8,987	49,769	-	49,769
Ferris High School	-	-	7,365	12,092	-	12,092
Lincoln High School	-	-	11,767	8,953	-	8,953
Snyder High School	-	-	8,464	16,525	-	16,525
Total	-	-	450,752	371,614	262,535	634,149***

*These Branch Libraries are located in store buildings.

**Total Number of volumes distributed in the three Branch Libraries are 20,051.

***This total does not include books loaned to Accredited High School (1,174), Medical Center (704), Circulation of Bookmobile Service of 19,045 Adults and 47,481 Juvenile books, and books loaned to Public Elementary School System (149,000).

Source: Mr. William J. Roehrenbeck, Director, Jersey City Public Library System.

- a. lack of a central location, and poor accessibility to many City residents.
 - b. poor arrangement of internal space, which is divided into small rooms that for present day use are not functional and are uneconomical to maintain.
 - c. a shortage of book shelving space, book storage areas, and seating areas.
- 2. The Greenville Branch is located in an old building with inadequate floor area and no parking space.
 - 3. The Hudson City and Bergen Branches each have a shortage of storage and resting space and a lack of parking facilities, are poorly located with reference to service areas, and require better access to a major street.
 - 4. The Claremont, Lafayette and Marion Branches are located in old and obsolete stores that are unsuited for library use. They have inadequate floor and storage space and lack off-street parking facilities.

IV FIRE PROTECTION

A. Description of Facilities

The adequacy of a community's fire protection has a direct effect upon the insurance rates that property owners must pay and upon the general cost of doing business in the Community. High premiums tend to encourage people to reject insurance programs. On the other hand, low rates reflect improved protection and encourage more widespread coverage. Jersey City has a low insurance rate because of its excellent water supply and its excellent Fire Department.

Jersey City appears to be somewhat "overprotected," according to the extensive number of fire companies operation in an area of relatively small size -- some 16 square miles. (See Map: "Fire Department Facilities.")

The condition and distribution of fire fighting apparatus is generally satisfactory and in good working order. The obsolescence and age of many fire houses in the City, however, together with the substandard nature of some of the older and built-up portions of the City, is such that the conflagration hazard is high, particularly in the City's business districts and along the extensive waterfront districts.

The provision and distribution of fire protection facilities are dependent upon the following:

1. Water Supply: Adequate supplies of water are available in most parts of the City, except

in certain waterfront and pier areas that are owned and supplied by the railroads. Emergency service is generally adequate.

2. Fire Protection: Although the present alarm system is adequate, the equipment is old and is expensive to modernize or replace. The central communication equipment is located in an old industrial building that is not suitable for sensitive warning instruments.

Fire alarm boxes are not secured throughout the City and are not displayed at prominent locations.

Fire fighting apparatus is both adequate and well maintained and is supported by a continuing replacement program.

B. Problem Identification*

1. Fire fighting equipment and fire department personnel are too widely dispersed throughout the City.
2. Obsolete fire houses are still being retained with resulting excessive costs for both maintenance and modernization.
3. There is an inadequate supply of water for fire fighting around the periphery of the City. This is due to the fact that this land is owned by

large companies -- railroads, steamship companies, etc. -- who fulfill their own needs.

4. There is inadequate protection along the waterfront and a lack of foam devices at oil tank installations.
5. The City does not have a fireboat for waterfront protection.

*The identification of these problems is derived to a considerable extent from a study entitled Report on Jersey City, New Jersey, National Board of Fire Underwriters, 1959; and consultations with Grover J. Enny, Director, Jersey City Fire Dept. and Lawrence C. Connin, Supervisor, Fire Prevention Bureau.

KEY

- EXISTING FIRE COMPANY LOCATION
- GENERALIZED LOCATION OF PROPOSED CONSOLIDATED FIRE COMPANY
- FIRE FLOW TESTS
- PROPOSED ADDITIONAL FIRE FLOW TESTS
- △ FIRE BOAT DOCKING FACILITY
- ⊠ PROPOSED FIRE DEPARTMENT HEADQUARTERS



FIRE DEPARTMENT FACILITIES



Scale in Feet
0 250 500

CITY OF JERSEY CITY, N.J.
OFFICE OF THE MAYOR
DIVISION OF PLANNING
DATE: NOVEMBER 1965

V POLICE PROTECTION

A. Description of Facilities

Police protection is provided thru six precinct stations with the central police headquarters being located in the Seventh Precinct building. The stations are distributed throughout the City at the following locations:

<u>Precinct</u>	<u>Address</u>
Headquarters-Municipal Court	765 Montgomery Street
First Precinct	295 Newark Avenue
Second Precinct	207 Seventh Avenue
Fourth Precinct	576 Communipaw Avenue
Fifth Precinct	181 Bergen Avenue
Sixth Precinct	284 Central Avenue
Seventh Precinct	765 Montgomery Street

In addition, the Police Academy administers a training program at its quarters in the Sixth Precinct. The Repair Shop and Traffic Bureau are located at the new Central Maintenance Garage on Route 440, and a mounted unit with stables is located on Dupont Street.

The Police Headquarters is old and obsolete and lacks adequate space for the many different police functions that are performed there. Both the Detective Bureau and the Bureau of Criminal Identification require additional space. Too much space is absorbed by the traffic violations bureau.

The First, Fourth and Sixth Precinct stations occupy old and obsolete structures with a considerable amount of waste and unusable space.

The Jersey City Police Department currently employs 1,057 persons in various capacities:

Executive	4
Uniform Police	833
School Traffic	133
Civilian	87

The ratio of police employees per thousand population in the City is 3.9. For cities with populations exceeding 250,000 the national average is 2.5, with a range from 1.1 to 4.3.*

The Department maintains a large fleet of police patrol cars. Vehicles are replaced every two years with new models in order to keep repair and maintenance costs at a minimum. Radio and communications equipment used by the Police Department is up-to-date and efficient. The City is also protected by the County Police.

B. Problem Identification

1. Police precinct stations and the Police Headquarters are located in obsolete, inadequate structures.

*United States Department of Justice. Uniform Crime Report for the United States, 1960 (Washington: Government Printing Office.)

2. The Bureau of Criminal Identification, has inadequate space for its various activities.
3. The shooting range, located in the old Jersey Gardens, is inadequate for the Department's training program.

VI SEWERAGE

A. Description of Facilities

The Jersey City Sewerage Authority, established in 1949 under the Sewerage Authorities Law of New Jersey, maintains and operates the City's sewerage system. This is an independent authority with the power to issue bonds, collect revenues and construct new facilities necessary to the collection, treatment and disposal of sanitary wastes.

The new sewage disposal system, including two sewage treatment plants and east and west intercepting sewers began operation in 1957. It has two major components:

1. East Side Interceptor System:*

"The East Side Interceptor System starts at the north end of the City as a 60-inch main at Fifteenth Street, flows south on Henderson Street and east on Second Street. It increases to a 72-inch main and flows south on Warren Street to Sussex Street, then flows west, parallel to Canal Street as an 84-inch main which turns there, it follows the Jersey Central right-of-way and enters the East Side Plant at Communipaw Avenue.

"At the south end of the City, the East Side Interceptor commences as a 42-inch main near the intersection of the Pennsylvania Railroad Greenville yard tracks and proceeds northerly along the old Morris Canal, thence easterly at

*Excerpts from a report entitled "Jersey City Sewerage Treatment System" prepared for the Sewerage Authority by Mayo, Lynch and Associates, March 1961.

2. West Side Interceptor System:

"The West Side Interceptor System starts south of the Pennsylvania Railroad tracks and runs northerly to New Jersey Route 440 as a 48-inch main to the treatment plant north of Roosevelt Stadium.

"At the north end of the City, the interceptor starts at the North Bergen boundary line and flows south along Tonnele Avenue and Carroll Avenue as a 48-inch main. It crosses the Erie and Lackawanna Railroad tracks as a 54-inch main, makes several turns in the vicinity of the Pulaski Skyway and continues south along U.S. Route 1 and New Jersey Route 440 as a 72-inch main and finally enters the plant as an 84-inch main."
(See Map: "Jersey City Sewerage System.")

"The sewerage system consisted originally of lateral sewers and trunk sewers that in turn discharged raw sewage directly into the Hudson River and Newark Bay. An interceptin sewer system was installed gradually around the perimeter of the City. Trunk sewer flows were intercepted and transmitted to the sewage treatment plant. Sewage is treated at the plants and the treated effluent is discharged to Newark Bay and the Hudson River.

"The treatment plants are primary treatment plants where the process consists of screening, sedimentation and chlorination. Sludge removed from both plants is further reduced by sludge digesters at the West Side Plant. Sewage gas, a by-product of the digestion process, is used for heat and power for the treatment process."

B. Problem Identification

1. The combined sewer system is old and in poor physical condition. Sewer extensions, new connections, extensive rehabilitation and cleaning will be required. Excessive deposits of grit, silt and organic solids reduce the sewer capacity, cause failure and flooding, and overload the sewage treatment facilities.
2. Land uses west of Route 440 and Tonnele Avenue are generally not served by sewerage facilities; this is also true of most of the Hudson River frontage east of the New Jersey Turnpike Extension and south of Grand Street. This includes Point Breeze Area, the extensive railroad properties, Caven Point, the Tidewater Basin, and the land area abutting the proposed State Park. Liberty Industrial Park, however, is partially serviced by a sewer line.

3. The sewers on the east side of the City from the shore line westward to Grove Street are subjected to tidal action.
4. Out-fall sewers are of inadequate size.
5. Information is lacking about the location and capacity of existing sewers. City maps frequently indicate the size of an underground pipe, but not its depth and slope -- factors which are directly related to its capacity.



SOURCE - JERSEY CITY, OFFICE OF THE CHIEF ENGINEER, 1965

JERSEY CITY SEWER SYSTEM



CITY OF JERSEY CITY, N.J.
OFFICE OF THE MAYOR
DIVISION OF PLANNING
DATE: NOVEMBER 1965

VII WATER

A. Description of System

Jersey City's water supply has been obtained since 1903 from the Rockaway River Watershed in the northern section of Morris County, New Jersey, by means of a gravity-type system that has been developed within a watershed area of 121.5 square miles.

The City has two reservoirs with a combined capacity of 11.6 billion gallons. The Boonton Reservoir, located on the Rockaway River southeast of Boonton, has a capacity of 8.3 billion gallons. A second reservoir constructed in December, 1948, in Rockaway Township, Morris County, has a capacity of 3.3 billion gallons.

Treated water from the Boonton Reservoir flows by gravity through twin 72-inch steel transmission mains to a storage center at Summit and Reservoir Avenues in Jersey City, one of the highest elevations in the City. Two open distribution reservoirs adjacent to this location have a combined storage of 100 million gallons and supply the lower sections of the City by gravity. Secondary chlorine treatment is **provided** at the outlet of the distribution reservoirs to insure a safe potable water supply.

In addition to supplying water to the residential, business and industrial establishments of Jersey City, the system also supplies the communities of Hoboken, Lyndhurst and North Arlington.

The Division of Water Policy and Supply Council of the New Jersey State Department of Conservation and Economic Development has granted Jersey City a permit to develop additional water storage facilities on the Rockaway River in Longwood Valley, Jefferson Township, Morris County. This project consists of a high level reservoir on Mar Mountain and a smaller reservoir directly below on the Rockaway River.

The combined capacity of the two new reservoirs will add an additional 8.2 billion gallons of water, increasing the total storage capacity of the system to 19.8 billion gallons. This increase in water storage capacity will assure the residents of Jersey City an adequate and continuing supply of excellent quality water for many years to come and will reduce the hazards and problems associated with periods of intensive drought.

B. Problem Identification

1. The distribution system is old and contains small cast-iron pipes that are badly corroded and require replacement.
2. The feeder mains, although adequate in size, need rehabilitation.
3. Point Breeze and other waterfront areas are not served by the City water system.

Source: Division of Engineering, Jersey City Department of Public Works.

VII REFUSE DISPOSAL

The Jersey City Incinerator Authority was created in 1951 to collect and dispose of household garbage and refuse.

The Authority initiated curbside collections twice weekly and disposed of refuse by dumping on submarginal land located in an industrial district. A new incinerator plant was built beside Route 440 in 1957. It consists of four incinerator units with a total capacity of 600 tons per day, operating on a 24 hour basis. This facility is scheduled to undergo a \$1,500,000 expansion program in 1966 to enable it to process the increasing volume of household refuse.

Although the incinerator is only equipped to dispose of domestic wastes, it has been processing limited quantities of industrial wastes. The Jersey City Public Works Department plans to supplement the City's commercial disposal capacity by constructing an open-pit incinerator for industrial waste as well as discarded construction materials that are created from Jersey City's expanding urban renewal and code enforcement programs.

IX OTHER PUBLIC BUILDINGS

A. Medical Center

The Jersey City Medical Center, located at Montgomery Street and Baldwin Avenue, is an impressive complex of twelve interconnected buildings, several more than 20 stories in height, which were constructed between 1931 and 1941 with the support of the Federal Government's Works Progress Administration.

At peak capacity as a hospital, the Medical Center accommodated more than a thousand patients, in addition to providing residential accommodations for doctors and nurses, a complete laundry, and its own electric power resources.

In addition, the Medical Center for the past decade has been the home of the New Jersey College of Medicine and Dentistry (formerly the Seton Hall College of Medicine and Dentistry). Use of the hospital's space for this purpose somewhat reduced the total patient capacity.

During the past year, the City of Jersey City, after first offering the entire Medical Center complex to both Hudson County and the State of New Jersey at a token price of \$1, has reduced the capacity of the Medical Center to 550 patients and cut the employee roster from 1,750 to below 1,000 in order to reduce the institution's long-standing drain upon the City's economy.

Since there is a proposal pending in the State Legislature to purchase the entire complex of buildings for use as a permanent home for the New Jersey College of Medicine and Dentistry, the ultimate ownership and manner of operation of this huge medical institution remains undetermined at the present time.

B. Centralized Maintenance and Garage Facility

A new Central Maintenance and Garage facility was completed in 1965 on a large tract of land along the west side of Route 400. It was financed by a combination of Federal Accelerated Public Works Act and municipal funds. The facility houses the administrative offices of the Public Works Department as well as storage and maintenance facilities for municipal vehicles and equipment.

The buildings are attractive and well designed, and they provide adequate space for parking and general storage. The Route 440 location provides direct accessibility to all sections of the City.

C. City Hall

The City Hall is located at 280 Grove Street in the Downtown section. It was constructed in the late 19th century and is now obsolete and inadequate for municipal functions. A new City Hall is planned in the future in the Journal Square area, in close proximity to the Public Safety

Center, the Journal Square West renewal project and the proposed Port of New York Authority Transportation Center. The new facility will be designed as part of an attractive Civic Center that will be easily accessible to all residents of the community by private and public transportation.

X PUBLIC HOUSING

The Jersey City Housing Authority, an autonomous public agency, maintains nine housing projects throughout the City and provides 3,317 housing units as a housing resource for low income residents. A wide variety of housing types is provided in buildings, ranging from 2-3 story walk-ups to the elevator apartments in the Currie Woods Gardens.

A wide range of physical conditions and general maintenance exists throughout the various projects, ranging from poor to very good. Most projects are deficient in residential amenities such as landscaping, trees, recreational and open space.

Additional public housing facilities will be needed within the next 10 years as a relocation resource for families displaced by expanding renewal activities and public actions such as the construction of new highways, schools and other public facilities.

XI PARKING

There is a lack of parking for the essential, activities that go in the life of a city, such as shopping, employment, industrial and wholesale operations, and various social and business transactions.

The parking that does exist is a mixture of private, and public facilities built up over the years on an ad hoc basis with no overall system as to location, rate structure or capacity.

The demand for parking comes from many sources -- most obviously from the residents who own cars. This demand has been constantly increasing. In 1946 there were 29,000* registered autos in the City, or 1 car per 7.5 persons. By 1960 car ownership was estimated to have increased to 56,865** or 1 car per 4.9 persons.

Some of these cars are kept overnight in private garages and lots, but most of them are parked on City streets. It is estimated that there are 1,000 blocks in the City that contain residences. These blocks provide approximately 49,000 curb parking spaces.*** The remaining 7,863 cars are parked mainly in the garages of the 7,752 detached single family homes; a minor portion in garages and off street lots of apartment houses and on industrial streets or are illegally parked.

*Traffic Engineering Handbook, Institute of Traffic Engineers, New Haven, Connecticut, 1950 p. 6

**U.S. Census of Population, 1960

***The average block size is assumed as 200' x 500'. Deductions are made for curb set backs, fire hydrants and driveway curb cuts. Parking at the curb is assumed to require 22 feet.

During the typical working day the number of free curb spaces is reduced more than half by various restrictions to approximately 22,000 spaces. It is estimated that 33,800 cars* are used by workers to drive to places of employment in and outside of Jersey City. Approximately 23,000 drivers therefore remain to find curb or private off street spaces. The number is actually higher because persons using their cars and working in the City must often seek residential streets to find parking spaces close to their place of employment.

The most dramatic need for parking is generated by commercial-retail-office establishments. Parking spaces must be concentrated of necessity within a relatively short distance.

Most of the City's off-street parking facilities are located within seven principal commercial-retail-office areas.

It is estimated that there are approximately 6,500 private and 974 public off-street parking spaces available in these areas. In addition most of the curb space in these areas is metered.

Parking demand is expected to increase, especially in the Journal Square area due to the expected expansion of retail-office-facilities and the creation of a Transportation Center. In addition there is the general trend toward less bus usage, more two car families and more persons trips per car.

*There were 40,446 persons in 1960 who used a car or car pool to go to work according to the U.S. Census. The car occupancy is assumed at 1.2 persons.

The demand for parking is especially evident around the manufacturing and distribution centers. Many large plants provide off-street parking for their work forces or trucks, but a substantial number of them use the streets illegally as loading or parking berths, thereby blocking traffic. This situation will be partially alleviated through the transfer of some of these activities to planned industrial parks. In addition, the zoning ordinance is to be updated with stricter parking and loading requirements.

The development of the waterfront for recreational and residential purposes will increase the demand for parking facilities, particularly on weekends. The new development will be required to provide its own parking space.

The Jersey City Parking Authority, an autonomous public agency, holds title to 28 parcels used as parking lots, primarily on a short-term lease basis, including a garage at McGinley Square. These parcels provided 1,084 off-street parking spaces as of January 1, 1966. Parking facilities are located in the various commercial-retail areas of the City. (See Table 12- Parking Authority Lots, as of January, 1966)

The lots that have been acquired have been obtained mainly on the basis of ease of financial acquisition. The relation of the facility to access and demand has been a secondary consideration.

Both the garage and future lot acquisition are now being scientifically evaluated by a traffic and parking

consultant as part of the City's planning program.

The Parking Authority has plans for a multi-story garage in the Journal Square area to supplement existing facilities.

TABLE 12 - PARKING AUTHORITY LOTS, AS OF JANUARY, 1966

<u>Lot No.</u>	<u>Location</u>	<u>Parking Spaces</u>
1	Fairmount, Bergen, Monticello Avenues	88
2	Bay and First Streets	46
3	100 Cambridge Avenue	30
4	Central, Cambridge Avenues near Charles St.	37
5	Belmont Street and Monticello Avenue	34
6	Claremont, Grant, Jackson Avenues	52
7	Stevens & Jackson Avenues	22
8	Bentley and Bergen Avenues	22
9	Second Street, Monmouth Street	29
10	Newkirk Street east of Bergen Avenue	14
11	257 First Street	24
12	Hoboken Avenue & Cook Street	88
13	Summit Avenue and Cottage Street	44
14	Storms Avenue near Bergen Avenue	14
15	754 West Side Avenue	20
16	363 Danforth Avenue	50
17	Jersey Avenue & Second Street	44
18	Bay Street and Newkirk Street	25
19	Wayne and Barrow Streets	25
20	384 First Street	19
21	466 Jackson Avenue near Union Street	38
22	41 Broadway corner of Corbin Avenue	43
23	387 Danforth Avenue	20
24	27 Prescott Street	10
25	47 Prescott Street	26
26	635 Communipaw Avenue	60
27	Summit Avenue and Troy Street	50
28	717 Montgomery St. (Public Service Garage)	110
Total		1,084

THE CITY OF JERSEY CITY

Thomas J. Whelan
Mayor

John F. Moriarty
Business Administrator

THE MUNICIPAL COUNCIL

Hon. Thomas M. Flaherty, President
Hon. Evelyn Holender
Hon. Stephen J. Kopycinski
Hon. Thomas McGovern
Hon. John J. Kelaher
Hon. Anthony L. Altomonte
Hon. Thomas Maresca
Hon. Anthony P. Peduto
Hon. Fred Martin

THE PLANNING BOARD

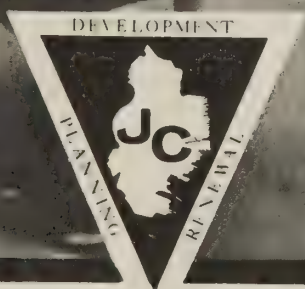
Hon. William George, Chairman
Hon. Lawrence Altomonte, Vice Chairman
Hon. Guido Trisolini, Vice Chairman
Hon. S.J. Charles Inzinna
Hon. Anthony Natelli
Hon. Hirsh Schpoont
Hon. Lawrence J. Camisa, Director of Finance
Hon. Thomas M. Flaherty, Councilman
Hon. Thomas J. Whelan, Mayor

THE DIVISION OF PLANNING

Sidney L. Willis, Director of Planning
Robert G. Emerson, Assistant Director
H. Michael Abeloff, Chief of Comprehensive Planning
Harold Weber, Chief of Development Programming
Edwin Finder, Chief of Planning Controls
Stephen F. Needham, Jr., Public Information Officer
Gregory Donohue, Senior Planning Draftsman
Kenneth Buyyounouski, Senior Planning Draftsman
Jean D. Miller, Principal Clerk Stenographer
Angela Ruggiero, Senior Clerk Typist
Angela Lanni, Clerk Typist
Helen Sawetz, Clerk Typist

NOTE: Jittu Bhatnager was Chief of Comprehensive Planning until October 1965, and had the responsibility for the preparation of the Master Plan technical reports. Subsequently, H. Michael Abeloff assumed responsibility for the preparation of these reports.





social conditions

PREHENSIVE PLANNING PROGRAM



REPORT # 4

OF JERSEY CITY / OFFICE OF THE MAYOR / DIVISION OF PLANNING

1965

THOMAS J. WHELAN
Mayor

John F. Moriarty
Business Administrator

SOCIAL CONDITIONS

*A report prepared by the
Division of Planning
analysing the social
structure of Jersey City,
identifying problems and
prospects for improvement
and proposing goals and
objectives for the
development of meaningful
community life.*

DEVELOPMENT STAFF

Sidney L. Willis
Planning Director

Charles C. Nathanson
Executive Director
Redevelopment Agency

Alvin E. Gershen
Consultant

POPULATION TRENDS - 1840 - 1960

The story of the City in United States history is consistent in time and place. There are economic, social and political theories to explain the course of its development -- the people it attracted and repelled; how it expanded and contracted, thrived and suffered. But the story of any city is really the story of its people, their goals, aspirations, opportunities and satisfactions. When opportunities and satisfactions meet one's goals and aspirations a city thrives and expands. When they do not, and when the toleration level for not meeting those goal's is surpassed, people leave a city. This story can be told in terms of businessmen, industrialists or the individual homeowner.

The population of Jersey City increased from approximately 3,000 to 316,715 persons between 1840 and 1930. Since 1930, the population has decreased to 276,101 and is projected to level off at about 265,000 persons by 1975. This report is concerned with the people that came to Jersey City, who they were, why they came, and why they left. At the same time, the City must be viewed as part of the larger New York metropolitan region. Local changes must be considered as a response to the larger regional forces.

The dominant characteristic of American cities is the extensive mobility of their populations. Individuals, groups and

business firms are constantly moving in and out of cities in response to the level of satisfaction they do or do not receive. As an area expands, two mutually enforcing tendencies occur to promote that expansion. Individuals arrive with the expectation that jobs and opportunities exist. Business firms develop and expand with the growing market and the additional labor supply. This attracts new residents to the urban area with expectations of jobs and services. Both events occur simultaneously; neither can be considered as the prime cause.

New characteristics emerge as the urban area expands with population and economic activities. The rise in population contributes to a growing demand for specialized services and activities. The resulting complexity of the urban structure encourages the mobility of the individual. The individual's immediate group (the family, the extended family or the neighborhood) no longer provides all the services and activities required by him and his family. Specialized activities and services are scattered throughout the metropolitan area and provide many different satisfactions.

Specialization has induced two behavior patterns: (1) the high mobility of the individual encourages reliance on the transportation system, (2) the basis for a strong extended family or neighborhood unit no longer exists.

While the results of this process does not affect any individual or group with the same intensity, their force and direction are an important part of the urbanizing process. This view provides a meaningful distinction between "middle" and "working" class segments of the population. The former is characterized by a relatively high level of individuality and mobility whereas the working class groups tend to seek their satisfactions within the immediate environment, with a strong emphasis on family life.

A pattern has been developed of the individual's growth and adaptation to the urban scene. The immigrant left his former home because his level of aspirations and goals was not satisfied by existing or anticipated opportunities. Upon arrival in the new urban environment he was confronted with a number of problems. The language may be strange, the customs unfamiliar, his education and a set of urban skills necessary to cope with the multitude of problems and pressures in the area, incomplete. Consequently, most immigrants settle first in an area composed mostly of his fellow countrymen. With the local, familiar neighborhood providing the immigrant with a level of security, he is reasonably prepared to begin to cope and adapt to the problems and opportunities of the urban area.

The socializing process in cities is spatial as well as temporal. During the period 1840-1920 the New York Metropolitan area experienced a most rapid population increase as a result of a combination of social, political and economic changes occurring in

Europe. Some of the forces may be isolated by country to indicate the predominant period of ethnic migration into the region and into Jersey City. The notorious potato famines of Ireland in the 1840's; the Italian revolutions in the 1850's and 1860's; the pogroms in Eastern Europe after the 1880's; and incessant political upheavals in Europe throughout the 80 years between 1840 and 1920 contributed to these migratory patterns. Such movements into the United States were abruptly terminated or at least drastically reduced upon the passage of the Immigration Act of 1921.

The structure and direction of the Metropolitan area growth was already established by that date. The principal area of early New York settlement has been in lower Manhattan. However, as pressures for land and building space increased, settlement patterns developed in adjoining sections of Hudson County and Brooklyn. Although Hudson County experienced a substantial population increase in the latter half of the Nineteenth Century, it was negligible in comparison with Brooklyn, Bronx and Queens. This was due to the absence of good mass transportation, bridges, or tunnels connecting Manhattan with Hudson County. By the turn of the century New York had a well developed subway system connecting Bronx and Brooklyn with Manhattan, and three bridges across the East River. Hudson County had to wait until 1907 when the Hudson and Manhattan Railroad was opened and 1931 when the Holland Tunnel was built for direct physical con-

nections with New York City. By that time the trends and attitudes towards different parts of the region had been established and the goals of most people leaving New York was not toward Jersey City but beyond it into the suburbs.

Middle and upper class families were moving to the suburban areas of Westchester, Nassau and Bergen Counties, leaving in their wake the close-in areas immediately surrounding the original lower Manhattan areas. Jersey City never experienced a wave of middle class settlement comparable to other cities within the region. Jersey City was settled as a predominately working class community from the beginning and continued this pattern through the period of its development.

The period of most rapid population increase in Jersey City was between 1860-1910, when the population increased from 29,000 to 268,000. Two distinct trends were observed in this period. The larger New York metropolitan area experienced a substantial population increase with growth patterns that generally bypassed Jersey City. Meanwhile, Jersey City's own expansion was occurring quite independently of the large phenomena. New York's expansion beyond lower Manhattan was supported by second generation families, whereas the settlers of Jersey City were usually newly arrived immigrants into the United States. These two "concentric waves" of population movement then had very little or no interaction. The only impact that the large population expansion in Jersey City had on local residents was to accelerate the development of Upper Jersey City or the "Heights".

This movement was further conditioned by two related factors. First, the lack of residential land along the waterfront directed expansion westward. Secondly, the opening of the Hudson and Manhattan Railroad in the early 1900's, with stations at Journal Square and at West Side Avenue made these areas more readily accessible to New York employment centers.

The families that moved out of lower Manhattan were making a much greater break with their past than were the families who left the Downtown section of Jersey City for the "Heights" and later Greenville. While both groups moved to areas which had better housing, more open space, and were escaping from the "teeming slums", the New York residents moved into what they saw as a different community where their "Old World" values, attitudes, and traditions were absorbed into the "American" way of life. Jersey City families, on the other hand, did not completely make this transition. Although they modified their values to some extent, nevertheless they maintained a very strong ethnic group consciousness. The important factor is that the New York population movement contained many individual middle-class family units, whereas Jersey City movements are more typical of working class families whose incomes have risen and retained much of their group and Ethnic cohesiveness.

This distinction explains to some extent the relative insularity of Jersey City residents from the larger New York metropolitan area. In a sense the political and physical boundaries between New Jersey and New York are very real barriers to a full identification with

the metropolitan area. The identification which Jersey City residents have is quite localized, and not related to place in the abstract but to a group of similarly thinking and feeling people who coincidentally live in close proximity to one another.

During the past 15-20 years the population change in Jersey City has been undergoing a radical readjustment. For most urban areas in the United States the movement of middle-class families to the suburbs is a reflection of their affluence and change of attitude towards the urban area as a place to bring up their children. While these changes also occurred in Jersey City, the movement of Jersey City residents to the suburbs represents an increasing independence from their family associations.

The decline in Jersey City's population from the peak of 316,715 persons in 1930 to the 1960 level of 276,101 can be explained by a number of other factors. First of all, the major source of European immigration that previously replaced the unnoticed thousands who had left the City every year was dried up with the passing of the Immigration Act in 1921. Secondly, Jersey City had reached a saturation level with the prevalent housing types: row housing, tenement houses, and single and two-family detached dwellings. As this housing started to deteriorate without an adequate level of replacement, more people started to move out of the City. Thirdly, transportation facilities were making decentralized job opportunities and housing choices more accessible throughout the region. Consequently, the economic and physical ties

to any local area were weakened. The extent that Jersey City residents withstood these pressures which were apparent in most cities merely testified to their social and psychological attachment and involvement in their communities. Finally, the debilitating consequences of the Depression severely limited the movement of people to the cities, especially from rural sections of the country.

Table #1 POPULATION CHANGE - 1840-1960 Jersey City, New Jersey

<u>Year</u>	<u>Population</u>	<u>Size of Change</u>	<u>Percentage Change</u>
1840	3,072	-	-
1850	6,856	+ 3,784	133%
1860	29,226	+23,370	315
1870	82,546	+53,320	186
1880	120,722	+38,176	46
1890	163,003	+42,281	35
1900	206,433	+43,430	26
1910	267,779	+61,346	30
1920	298,103	+30,324	11
1930	316,715	+18,612	6
1940	301,173	-15,542	-5
1950	299,130	- 2,043	-7
1960	276,101	-23,029	-8

Source: U.S. Census of Population

COMPONENTS OF POPULATION CHANGE

Although the total population of the City declined between 1950 and 1960, there have been some subtle shifts in the composition of the population. In general, four sources comprise that change: birth rate, death rate, movements-in, and movements-out. Between 1950 and 1960, the following changes occurred:

Table #2 COMPONENTS OF POPULATION CHANGE 1950-1960 Jersey City, N.J.

	<u>Number</u>
Births	+64,000
Deaths	-34,100
In-Migration	+46,564*
Out-Migration	<u>-99,893*</u>
Net Change	-23,029

Source: *Estimated Basic Planning Data, Division of Planning, 1963

Births exceeded deaths two-fold, between 1950 and 1960, creating a net natural increase of 30,000 persons. If the net change in population indicated a loss of 23,000 persons, at least 53,000 persons must have left the City. The Census indicates that approximately 46,500 people migrated into Jersey City during this decade. Since these in-migrants replaced the outward moving population, at least 100,000 people must have left Jersey City in this period.

The critical factors in these changes were the in and out migrations. Birth and death rates are derived from the size and type of the remaining population. Analysis of migration by age, sex and race reveals that white individuals have a propensity to move out between the ages of 30 to 44, and 5 to 14. Non-whites, on the other hand, have been moving to Jersey City between the ages of 10 to 34. These patterns have caused a radical shift in the population structure of Jersey City between 1940 and 1960. The City population is now composed of a larger percentage of non-white individuals and families of child-bearing age; a greater number of non-white children in the public school system; a considerable number of elderly white persons; and a sizable decrease of white families in the middle-aged brackets. If these ten year trends are projected to 1975, these shifts would become more pronounced. At the same time, the total size of population in the City would stabilize around 265,000 persons.

Table #3 DISTRIBUTION OF WHITE AND NON-WHITE POPULATION, 1940-1970. Jersey City, New Jersey

<u>Year</u>	<u>White</u>	<u>%</u>	<u>Non-White</u>	<u>%</u>	<u>Total</u>	<u>%</u>
1940	288,194	95.7	12,979	4.3	301,173	100
1950	277,980	93.0	21,050	7.0	299,130	100
1960	238,827	86.6	37,274	13.4	276,101	100
1965	222,695	82.1	48,639	17.9	271,334	100
1970	206,659	77.2	60,946	22.8	267,605	100
1975	190,583	71.7	75,277	28.3	265,860	100

Source: U.S. Census & Division of Planning estimates

There is an increasing polarization of population groups in the City, based upon changes in family size, personal income, racial structure, job skills, educational status, and job opportunities. Predominantly white middle class families are moving out of the City and Negro and Puerto Rican individuals and families are moving in. The white families are characterized by their above-average income and middle class attitudes, values and skills in participation and involvement in community affairs; the new immigrants lack these basic skills and interests. The lack of job opportunities, low educational attainment, and low income reduce their status in the community. Low incomes restrict the housing choice of the newcomers and forces them to settle in a blighted environment that has a pronounced effect upon their adaptability, mental attitudes, identification with the local area, and sense of purpose and involvement in the community.

CHANGES IN POPULATION CHARACTERISTICS

The outward moving middle class residents take their higher consumer expenditures with them, leaving behind lower income residents who are incapable of filling this gap. This reduces the general level of activity in the business life of the community.

A sizable non-white population group has moved into Jersey City in recent years. It is estimated that in 1965 they consisted of approximately 48,000 Negroes and 15,000 Puerto Ricans accounting for more than 23 percent of the City's total population. Most of these new people have low incomes, large family size, poor housing, low job skills, low or inadequate educational attainment, and de facto segregation and racial discrimination by other groups and individuals confront them.

Table #4 reveals the disparity between white, non-white and Puerto Rican individuals and families. It also spells out the diverse set of social and economic problems that Jersey City must face. Across the nation's cities and in Jersey City, the questions are the same.

The most striking conclusion revealed by Table #4 is the widespread extent of deprivation and need and its complexity and acuteness.

One out of every three non-white children do not live with both parents. Non-white income when related to size of family is

Table 4 - SOCIAL, ECONOMIC & HOUSING INDICES OF THE WHITE, NON-WHITE & PUERTO RICAN POPULATION
IN JERSEY CITY & THE NEW YORK-NEW JERSEY STANDARD CONSOLIDATED AREA, 1960

Item	Jersey City				N.Y. - N.J. Standard Consolidated Area		
	Total	White	Non-White	Puerto-Rican**	Total	White	Non-White
A. Population							
1. Size	276,101	238,827	37,274	7427	14,760,759	13,207,969	1,552,790
2. Percentage of Total	100%	86.5%	13.5%	2.7%	100%	89.5%	10.5%
3. Population per Household	3.07	3.00	3.58	4.4	3.46	3.43	3.76
4. Number of families	73,381	64,842	8,539	1603	3,883,128	3,516,521	366,607
5. Persons under 18 yrs. old	85,555	69,956	15,559	n.a.	n.a.	n.a.	n.a.
a. Not living with both parents	13,039	7,450	5,589	n.a.	n.a.	n.a.	n.a.
b. Percentage of Group	15.2	10.6	35.8	n.a.	n.a.	n.a.	n.a.
B. Income							
1. Median Income							
a. Families	\$ 5,950	\$ 6,733	\$ 4,456	\$ 3,999	\$ 6,696	\$ 6,910	\$ 4,545
b. Per individual/household	\$ 1,938	\$ 2,244	\$ 1,245	\$ 909	\$ 1,935	\$ 2,018	\$ 1,205
c. Unrelated Individuals	\$ 3,121	\$ 3,273	\$ 2,257	\$ 2,875	\$ 2,332	\$ 2,360	\$ 2,107
d. Families living in Standard Housing	\$ 6,242	\$ 7,049	\$ 4,802	\$ n.a.			
e. Families living in Sub-Standard Housing***	\$ 4,700	\$ 5,060	\$ 3,980	\$ n.a.			
2. Families with Incomes below \$3,000							
a. Number	10,053	7,739	2,314	466	476,807	381,034	95,773
b. Percentage of Group	13.7	12.0	28.0	28.9	12.3	9.2	26.1
3. Income of Families living in Sub-Standard Housing Units (Percentage)							
a. Below \$3,000	21.1%	18.6%	27.4%	n.a.			
b. \$3,000 - \$5,000	28.4	26.5	32.8	n.a.			
c. \$5,000 or more	41.1	47.0	26.8	n.a.			
d. Not reported	9.4	7.9	12.9	n.a.			
Total	100.0%	100.0%	100.0%				
C. Education							
Educational attainment for persons 25 yrs. old and over							
1. Median School years completed	9.3	10.4	8.8	7.6	10.6	10.7	9.4
2. No school years completed - %	4.1%	4.1%	4.1%	7.9%	3.9	3.9	3.3
3. % of persons with 8 yrs. or less education	47.7%	46.8%	54.2%	70.8%	34.9	34.3	43.7
4. % of persons who are high school graduates	28.4%	29.3%	20.7%	11.0%	41.2	42.5	30.0

Table 4 - (Cont.)

Item

E. Housing

Table 4 - (Cont.)		Jersey City		N.Y.-N.J. Standard Consolidated Area*					
	Item	Total	White	Non-White	Puerto-Rican**	Total	White	Non-White	
7. Gross Rent Per Room	a. All Units	\$ 17.75	\$ 20.50	\$ 16.50	n.a.				
	b. Standard Units	\$ 17.85	\$ 21.30	\$ 15.10	n.a.				
	c. Sub-Standard Units	\$ 17.35	\$ 16.47	\$ 18.57	n.a.				
8. Percent Distribution of Rent-Income Ratios of Families Living in Sub-Standard Housing Units	a. Less than 22.4%	62.4%	68.6%	47.6%	n.a.				
	b. 22.5% or more	23.5	19.3	33.7	n.a.				
	c. Not Computed	14.1	12.1	18.7	n.a.				
	Total	100.0%	100.0%	100.0%					

* The New York-New Jersey Standard Consolidated Area includes New York City, Westchester, Suffolk, Nassau and Rockland Counties; and the Jersey City, Newark, Paterson-Clifton-Passaic, Middlesex County and Somerset County Standard Metropolitan Statistical Areas.

** The Puerto-Rican population was classified by the Census as either "White or "Non-White". The 1960 census separated Puerto-Rican figures for some categories.

*** Sub-Standard Living is defined by the Public Housing Administration as units being either (1) dilapidated or (2) lacking some or all plumbing facilities.

n.a. not available

Source: U.S. Census, 1960 - PHC (1)-67, HC (3)-249, HC (S1)-92, PC (1) 340.

half that of white families. Three out of ten non-white families have incomes below \$3,000. Over half the non-white population over 25 years of age have less than 8 years of education. Among white employed males one out of three has a white-collared job; for non-whites, it is one out of ten. One-third of non-white housing is sub-standard; one-quarter is overcrowded.

All these factors reinforce each other making any improvement in the living conditions extremely difficult. Limited educational attainment results in limited job opportunities. This in turn limits money income. Where non-whites and Puerto Ricans have large families, whatever limited money is available does not go far enough to provide for basic housing needs. When the housing becomes substantially sub-standard, further family aggravations are introduced.

When an accumulation of these factors is focused on one family, the situation may appear hopeless and frustrating to the individual. Some escape through narcotics; others strike out against what they view as a hostile society with acts of violence or other forms of social pathologies; and others merely run, leaving in their wake broken homes. The fact that 35.8 percent of non-white children under 18 years of age do not live with both parents is a stark indication of that problem. (Table #4, Item A-5).

The absent parent, in most instances, is the father. The hypothesis has been suggested by sociologists that this type of family

organization raises boys who are deprived of a strong male-parent figure, lack the self, aspirations and motivations to help them function in the modern job market. It also may prevent them from functioning in a "normal" family relationship in adulthood, thus perpetuating the pattern for another generation. Compounded by housing conditions, the forms of escape and retreat are repeated.

Undoubtedly, this is further complicated by racial discrimination in hiring patterns. The table indicates that approximately 29 percent of the white population over 25 years of age are high school graduates whereas only 21 percent of the non-white population have graduated from high school (Table #4, Item C-4). When compared with the occupational status of employed males (Table #4, D-1), 53 percent of all white employed males are in the professional and managerial, clerical and sales, and craftsman categories, while only 21 percent of the non-white employed males are in those categories.

This substantial divergence in the job skill section, when the percentage of white or non-white high school graduates is not pronounced, suggests that racial discrimination in job hiring patterns may possible have contributed to the low level of non-whites employed in skilled jobs.

Persons engaged in unskilled jobs will have substantially lower incomes. Not only is the median family income for white fami-

lies over 50 percent higher than non-white median family income (Table #4, Item B-1-a), the disparity is widened when related to average family size. Median income per individual per household is \$2,244 for white families, \$1,245 for non-white families, and \$909 for Puerto-Rican families (Table #4, Item B-1-b). The white median income is 80 percent greater than non-white income, and 147 percent greater than Puerto-Rican incomes.

The higher unemployment rates for non-white (8.6 percent) and Puerto-Rican males over 14 years of age (10.0 percent) than the white males (5.4 percent) merely re-enforces the pattern of low income (Table #4, Item D-2). Only 12 percent of white families have incomes below \$3,000 (the "poverty level" for urban families of four persons according to the Office of Economic Opportunity), whereas 28 percent of non-white families and 29 percent of Puerto-Rican families are below this level. (Table #4, Item B-2).

Thirteen percent of the housing units occupied by white families are substandard; 35.2 percent of those occupied by non-whites and 41.37 percent of those occupied by Puerto Rican families are substandard. (Table #4, Item E-1-c). Overcrowding is another serious problem that is usually associated with substandard housing. The degree of overcrowding is intensified for non-white families. Thirteen percent of the substandard housing units occupied by white families were overcrowded whereas 28.4 percent of the non-white occupied units were overcrowded (Table #4, Item E-6-c).

Rent levels also show differences in payment between white and non-white families. Non-white families pay a median monthly gross rent of \$65.00 for sub-standard units while white families pay \$56. (Table #4, Item E-6-c).

When the median rent level is applied to the median size of housing units, it is found that non-white families pay \$18.57 per room for sub-standard housing units while white families pay \$16.47 for similarly deficient accommodations. (Table #4, Item E-2-c). A conclusion from this fact is that non-white families pay more for less.

A comparison of non-white rent levels in standard and sub-standard housing units indicates that families living in standard units pay less per room than do those families living in sub-standard housing, \$15.10 per room contrasted with \$18.57 per room. This anomaly can be explained in terms of a closed housing market of ghetto conditions impeding and restricting the housing choice of non-white families as well as the lack of education and mobility on the part of families living in sub-standard housing.

The relationship of income and rent levels of families in sub-standard housing is another index of deprivation and hardship. National standards for urban areas suggest that 20-25 percent of family income is a maximum allocation for rent. A similar pattern emerges. There are 19.3 percent of all white families paying more than 22.5 percent of their income for rent, whereas 33.7 percent of non-white families are paying

beyond the maximum. (Table #4, Item E-8-b). That these rent income ratios are for sub-standard housing only makes the problem that much more deplorable for low income families.

For comparative purposes, additional data is also presented for selected social, economic, and educational characteristics in the New York metropolitan region. These data indicate that family size in Jersey City is substantially below the regional level whereas income levels are generally similar. There is a marked difference in the percent of persons who are high school graduates or who have completed less than 8 years of schooling. In both these latter sections, Jersey City residents have a greater percentage of persons with 8 years or less education (47.7 percent compared with 34.9 percent for the region) and a smaller percentage of persons who are high school graduates (28.4 percent versus 42.2 percent).

These factors have an impact on their employment status. Jersey City males employed as white-collar workers (professional, managerial, clerical and sales workers) account for 31.7 percent of total employed males in the City, whereas they account for 43.8 percent of the total employed in the region. Only 11.4 percent of Jersey City non-whites are similarly employed.

APPENDIX - A

Population Projections - Technique and Limitations

The population projections for Jersey City are based on interpolations of a series of population projections for Hudson County. The County projections were computed by the Rand Corporation of Santa Monica, California. Their projections were based on the following assumptions:

1. Migration rates, by age, sex and race, which were experienced between 1950 and 1960, will continue to 1985.
2. Birth rates were based on holding the 1960 fertility rate (live births per 1000 females) for the female age group 20-24 constant to 1985. The fertility rate of older women was assumed to decline while that of younger women was assumed to increase slightly. Separate series were computed for white and non-white women.
3. Death rates were assumed to decline for virtually all components of the population. This assumption was based on the history of national death rates by age, sex and color during the past 30 years.

JERSEY CITY PROJECTIONS

Since these projections were prepared for Hudson County, the next step was to isolate the Jersey City segment of the Hudson County total.

An analysis was made of the differences that existed in 1960 in the population characteristics of age, race, and sex between Jersey City and Hudson County. This analysis showed a remarkable degree of similarity for all components. For the white population, approximately 42 percent of those persons in the County live in Jersey City. This proportion is nearly constant within all age - sex cohorts, varying at the maximum by only 1.7 percent.

For the non-white population, the City has about 88 percent of the County total. Within the age - sex cohorts, this proportion varies from 84.4 to 90.0 percent.

This consistency allows us to presume with some assurance that for any population cohort of age and sex, the Jersey City percentage of the Hudson County total will be 42 percent of the white cohort, and 88 percent of the non-white cohort. The projections are based on the assumption that these 1960 percentages will continue to 1975.

LIMITATIONS

For Jersey City, the critical factor influencing population change is the migration rate. This is composed of movements in and out. Such movements are prompted and motivated by various circumstances and forces similar to those outlined below. In other words, before and individual or family moves, two states of mind must be present. There must be a dissatisfaction with the present location as well as some positive anticipation of a future location satisfying their needs more fully.

Between 1950 and 1960, there were a number of factors which led to the movement of young, non-white individuals into Jersey City and middle-aged, white families out of Jersey City. To summarize, these factors were:

Movement In:

1. Availability of low cost housing.
2. Anticipation of better job opportunities in the New York region than existed in the South, Puerto Rico and elsewhere.
3. Presence of friends and relatives who knew the local area.
4. Inexpensive cost of transportation to Jersey City.
5. Adverse pressures and tensions as a result of civil rights activity in the South.

Movement Out:

1. Inadequate housing available for expanding family needs.
2. Availability of new housing in suburban areas with a ready supply of inexpensive mortgage money.
3. Dissatisfaction with the local school system.
4. Expansion of job opportunities in suburban areas coupled with reasonably good accessibility to jobs in the core area of the region.

5. Reaction against the increase of the size of minority groups in Jersey City.

While these factors seem to be the most dominant ones, many others may well be involved. Nevertheless, there is no real basis to assume that these forces will continue to operate between 1960 and 1975. On the other hand, there is no precise basis for assuming that they will not change, or that different types of influencing forces will enter into the picture.

Certain changes have occurred in the past few years, however, and other factors have arisen which may affect migration rates one way or the other. For example:

1. The civil rights movement in the South has developed a concerted effort to keep Southern non-whites in the South or have them relocate in Southern cities. Manifested by greater pride, self-confidence, and the impact of Federal desegregation programs, many non-whites are less prone to migrate to Northern cities. This is also compounded by harsh evidence of de facto segregation in many Northern cities.
2. The impact of agricultural automation in the South may have passed.
3. Many Southern states are developing programs to attract industry that will provide job opportunities for both whites and non-whites.

4. The availability of suburban housing in the New York Metropolitan region at reasonable prices and within a reasonable commuting distance of the regional job centers has been reduced. This is partly the result of the saturation of the housing market as well as the increase in lending rates.
5. The impact of municipal programs of urban renewal, slum clearance and housing rehabilitation is beginning to keep potential out-migrants in Jersey City. Preliminary evidence of the former addressès of residents in the St. John's and Gregory Apartments points in this direction.
6. The development of more than 600 acres of new residential land along the waterfront can dramatically reverse these trends. This amount of land could accommodate 30,000 dwelling units, comprising a population of approximately 90,000 people.

Other Limitations to the Projections

1. The validity of trends of the past as an indicator of the future is doubtful, especially when there are areas of extreme transition involved, namely Downtown, Greenville, and Bergen.
2. Vacant land as a potential source of population growth was ignorèd.
3. Changes in the economic structure of the region and the

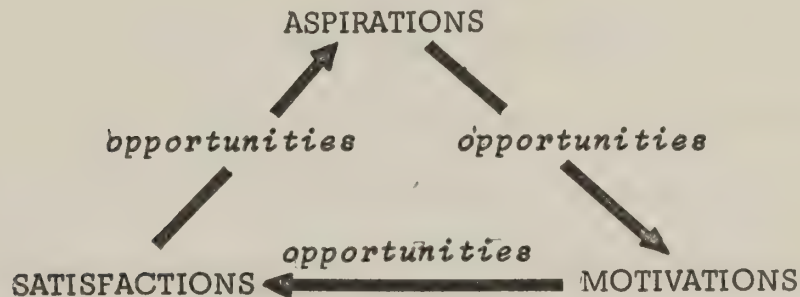
availability of jobs at different levels were not considered.

4. No account was taken of the availability of housing, its rate of deterioration, obsolescence, removal from the housing market by various public and private actions, or the rate of replacement.
5. The non-white component of the population is based on the assumption that 88 percent of the Hudson County non-white population will reside in Jersey City; and for the white population, 42 percent. There is no basis to evaluate the validity of this assumption, i.e., whether the pattern observed in 1960 will continue to 1975.

APPENDIX - B

A Model of Social Dysfunctioning

The social problems of the residents of Jersey City can be summarized in terms of the following diagram:

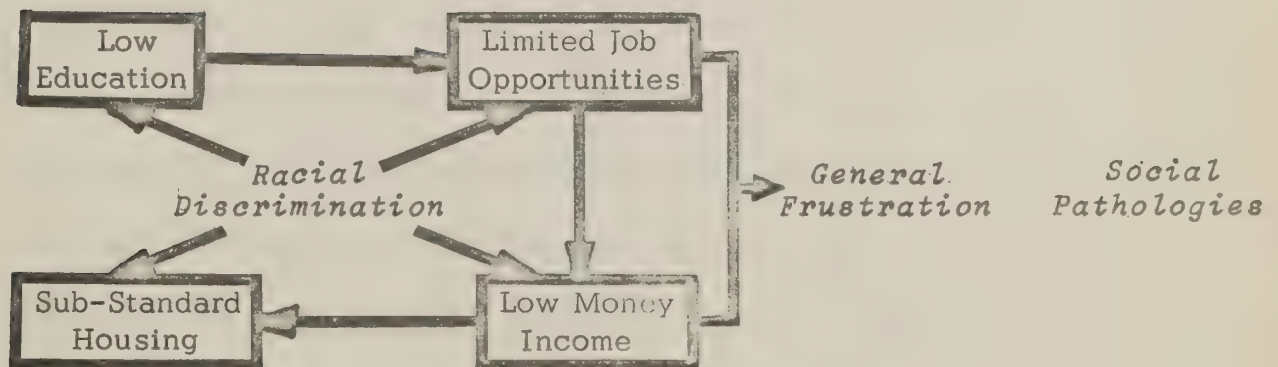


As the diagram indicates, individuals have a set of aspirations toward which they structure and direct their lives. These aspirations are based on their experiences, cultural patterns, and observations of the level and kind of opportunities available in the community. With the expectation that their aspirations are justifiable, realistic, and obtainable, people direct their lives to specific courses of action to meet those aspirations. When opportunities are available these courses of action should result in a realization of one's aspirations. This satisfaction, or its lack, results in a re-evaluation of the original aspiration. Realization of some aspirations can alter, re-enforce, or expand aspirations, repeating the cycle.

Lack of realization of some aspirations fosters the opposite effect. It is important, as well, to emphasize the prevalent role played by the presence of opportunities. Unless they are readily apparent, whether in real or imagined terms, the individual will not function in the manner of the cycle. It is assumed that the individual's aspirations are in terms of socially accepted goals. In the event that those social goals are thwarted due to a lack of opportunities or low aspirations, the individual may turn to anti-social goals and aspirations to find satisfaction. Consequently, a similar cycle of aspirations, motivations, and satisfactions begins to function, albeit in terms of asocial behavior.

The following chart indicates the method that this abstract pattern relates to specific social problems described earlier in Table #4.

MODEL OF SOCIAL DYSFUNCTION



Low levels of education restrict the job availability. With the job market in Jersey City declining, the individual has little motivation to pursue education lest he be frustrated. Where racial discrimination restricts job availability or results in a lower income, further bitterness, frustrations and dampeners on motivation result.

The next stage, low money income, is a logical product. Where large family sizes are involved, whatever money is available is rapidly depleted in providing for bare necessities.

It is not surprising then that these families find what limited money they have available can only purchase sub-standard housing. When racial discrimination forces Negroes to accept sub-standard housing, when they can afford something better, or when they pay a larger percentage of their income for housing than do White families, the situation is not conducive to the establishment of long-range social and economic aspirations in the socially accepted sense.

The general frustration that all these factors induce not only result in low motivations and aspirations but leads to a rejection of the community and a search for immediately attainable gratifications. Expressions of hostility to that society which has rejected him, may be manifested in violence and juvenile delinquency. Others may take some form of retreat, such as, narcotics and alcohol. When these various forms of social pathology emerge, the situation becomes so acute, complex and deep-seated, that treatment and prevention is an extremely difficult task.

In the following section goals and objectives are proposed to help solve these problems. Unless all facets of these problems are considered, the possibility of assimilating poverty stricken and racial minority people into the "main-stream" of Jersey City life and allowing them to be productive and significant contributors to the City will be lost.

APPENDIX - C

Goals and Objectives

The goals that are proposed in this report are not absolute in any sense. They are broad in application and enjoy a wide consensus among Jersey City people. As the values and needs of society slowly evolve and change over time, so do its goals. As value statements, they may be non-verifiable. Yet, they are valid to higher social ideals, e.g., Life, Liberty and the Pursuit of Happiness to which all citizens subscribe.

Consequently, a statement of this order is not to encourage debate but rather commitment. These objectives can be evaluated in terms of the goal consensus. They can also be ranked as to the extent to which they satisfy the goals.

Goals will be stated as optimal situations or states of being, forever expanding with indefinite progression; whereas objectives demarcate an attainable end, in a prescribed direction. The goals that will be enumerated below can be seen to flow from the broad ideals of a democratic society, phrased in terms of "Life, Liberty and the Pursuit of Happiness," and "Health, Safety, and the General Welfare." These ideals are ultimate values which are assumed and asserted as postulates.

It should be noted that complete emphasis is placed on the needs of the individual. This was done because it was felt that group needs, whether defined on an area or functional basis, is subsidiary to the needs of the individual. In other words, a group is defined and organized be-

cause it satisfied the needs of its members and participants. Likewise, the group does not have a need apart and distinct from the needs of its members.

1. Social Goals:

- a. The full development and education of all individuals in the City enabling him to function, contribute, and draw from the positive aspects of society.
- b. Attainment of a healthy community morale.
- c. Development of a high level of group stability and responsiveness.
- d. Adaptation of families and individuals to the evolving social and economic changes in the City and generally in society as a whole.
- e. Significant reduction of the exacerbating causes leading to alienation and anomie of individuals from society.
- f. The widening of choice and mobility allowing the individual the widest discretion among opportunities to fulfill his needs.
- g. Development of a sense of responsibility and influence in the welfare of the City and his community on the part of citizens.

2. Economic Goals:

- a. Minimum standard of family and individual income.
- b. Promotion of full, meaningful, satisfying and gainful employment.

c. Promotion of job security.

* * *

The objectives which are set below relate to a number of different goals:

1. Provide a supply of decent, safe, sanitary housing at rents groups in Jersey City can afford.
2. Develop community participation in neighborhood improvements.
3. By expanding employment opportunities raise the median income level of the community so that individuals will be able to effectively enter the market for homes and consumer goods.
4. Guarantee open occupancy in housing.
5. Provide quality, integrated education.
6. Reduce unemployment to a maximum 2 percent level.
7. Provide for employment development with meaningful wage scales, job security, meaningful work, and fair employment practice laws and job training programs to equip unemployed and underemployed sectors of the labor force with marketable skills.
8. Insure an adequate provision of public services and social welfare programs. Provide neighborhood health clinics and social service centers, as a means not only of providing

services but to give focus for the community, organizing neighborhoods and channeling citizen expression of community needs.

9. Minimize out-migration from the community of moderate and middle income families.
10. Decentralize some municipal functions to promote more citizen participation.

THE CITY OF JERSEY CITY

Thomas J. Whelan
Mayor

John F. Moriarty
Business Administrator

THE MUNICIPAL COUNCIL

Hon. Thomas M. Flaherty, President
Hon. Evelyn Holender
Hon. Stephen J. Kopycinski
Hon. Thomas McGovern
Hon. John J. Kelaher
Hon. Anthony L. Altomonte
Hon. Thomas Maresca
Hon. Anthony P. Peduto
Hon. Fred Martin

THE PLANNING BOARD

Hon. William George, Chairman
Hon. Lawrence Altomonte, Vice Chairman
Hon. Guido Trisolini, Vice Chairman
Hon. S.J. Charles Inzinna
Hon. Anthony Natelli
Hon. Hirsh Schpoont
Hon. Lawrence J. Camisa, Director of Finance
Hon. Thomas M. Flaherty, Councilman
Hon. Thomas J. Whelan, Mayor

THE DIVISION OF PLANNING

Sidney L. Willis, Director of Planning
Robert G. Emerson, Assistant Director
H. Michael Abeloff, Chief of Comprehensive Planning
Harold Weber, Chief of Development Programming
Edwin Finder, Chief of Planning Controls
Stephen F. Needham, Jr., Public Information Officer
Gregory Donohue, Senior Planning Draftsman
Kenneth Buyyounouski, Senior Planning Draftsman
Jean D. Miller, Principal Clerk Stenographer
Angela Ruggiero, Senior Clerk Typist
Angela Lanni, Clerk Typist
Helen Sawetz, Clerk Typist

NOTE: Jittu Bhatnager was Chief of Comprehensive Planning until October 1965, and had the responsibility for the preparation of the Master Plan technical reports. Subsequently, H. Michael Abeloff assumed responsibility for the preparation of these reports.



1074589

DATE DUE

SEY ROOM

JUL 18 1985



